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# DEPARTMENT OF LABOUR, CANADA

HON. G. D. ROBERTSON, MINISTER OF LABOUR

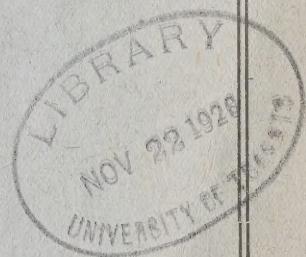
BULLETIN No. 3

INDUSTRIAL RELATIONS SERIES

## Joint Conference of the Building and Construction Industries in Canada

HELD AT OTTAWA

MAY 3 - 6, 1921



*Official Report of Proceedings and Discussions together with  
Order in Council authorizing the Conference and  
Memoranda of Information with Charts*

*Issued as a Supplement to the LABOUR GAZETTE  
May, 1921*

*Reported by the Official Reporters of the Senate of Canada*

PRINTED BY THOMAS MULVEY, PRINTER TO THE KING'S MOST  
EXCELLENT MAJESTY  
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HON. G. D. ROBERTSON, MINISTER OF LABOUR

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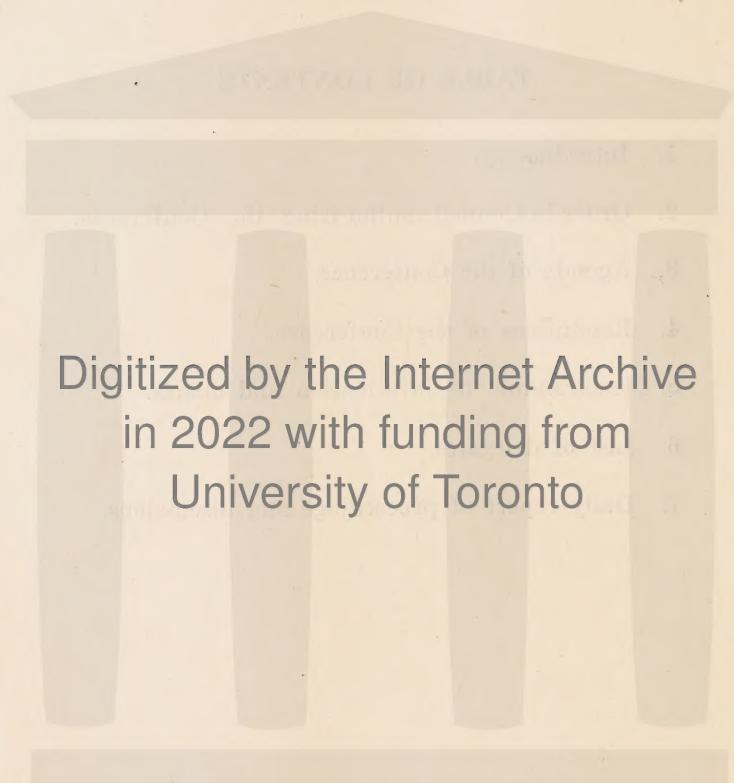


REPORT OF JOINT CONFERENCE OF THE BUILDING  
AND CONSTRUCTION INDUSTRIES IN CANADA

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## INTRODUCTORY

The present bulletin contains a report of the proceedings and discussions and various memoranda relating to a Joint Conference of the Building and Construction Industries in Canada, which was held in Ottawa on May 3-6, 1921.

This Conference was convened on invitation of the Government of Canada, in accordance with a request received from the National Joint Conference Board of the Building and Construction Industries in Canada. Thirty-two delegates were in attendance on behalf of the employers, selected by the Canadian Association of Building and Construction Industries, and an equal number of delegates on behalf of the employees, selected by the labour organizations in the building trades which are represented on the National Joint Conference Board.

Honourable G. D. Robertson, Minister of Labour, presided over the Conference as Chairman, being assisted by Mr. E. McG. Quirk, of Montreal, Chairman of the National Joint Conference Board of the Building and Construction Industries in Canada, as Vice-Chairman. Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, served as Secretary, on request of the Conference. The sessions were held in the Railway Committee Room of the Senate and were open to the press and public.

The preparation of the agenda and all of the arrangements with reference to procedure were made by a joint committee appointed by the National Joint Conference Board.

Unanimous resolutions based on committee reports, were adopted by the Conference on all of the five items of the agenda relating respectively to (1) Existing conditions in our Industry; (2) Apprenticeship and craftsmanship; (3) Costs and production; (4) Conditions of employment; (5) Development of Joint Industrial Councils.

The text of the Order-in-Council authorizing the Conference, together with the agenda and resolutions of the Conference, appear in the introductory pages of the bulletin. For purposes of reference it has been thought convenient to include also the text of various memoranda of information and charts, which were prepared in the Department of Labour for the purposes of the Conference. The bulletin comprises also a verbatim report of the proceedings and discussions.

GERALD H. BROWN,  
*Secretary of Conference.*

Ottawa, May 7, 1921.



CERTIFIED COPY OF A REPORT OF THE COMMITTEE  
OF THE PRIVY COUNCIL, APPROVED BY HIS  
EXCELLENCY THE DEPUTY GOVERNOR-GENERAL  
ON THE 12TH APRIL, 1921.

P. C. 1240

PRIVY COUNCIL OF CANADA.

The Committee of the Privy Council have had before them a Report, dated 4th April, 1921, from the Minister of Labour, referring to a resolution which was adopted by the National Joint Conference Board of the Building and Construction Industries in Canada at their meeting in Ottawa, on March 3, 1921, in the terms following:—

“That this National Joint Conference Board requests the Minister of Labour to call a Joint Industrial Conference in the Canadian Building and Construction Industry at as early a date as possible, attendance not to exceed thirty representatives each from employers and employees. It being understood that it is possible for the Minister to call the Conference on a similar financial basis to the previous National Joint Conference, we recommend that such similar arrangements be made. Suitable representatives to the Conference shall be selected by the respective parties to this National Joint Conference Board. It is understood that each side shall give to the other, in advance, a list of the thirty representatives chosen by them. The date suggested as most suitable for such Conference was the first week in May, commencing with Tuesday, May 3. It was suggested that a Committee of four, composed of two from each side, should meet and discuss the agenda.

The Minister observes that the foregoing request of the National Joint Conference Board has since been supported by verbal representations relative to the existence of a shortage of dwellings and other buildings in many parts of the country coupled with a continued curtailment of building operations.

The Minister, in view of the exceptional conditions at present existing in this important industry, recommends that authority be given to the Minister of Labour to make all necessary arrangements for the above mentioned Conference and that arrangements in regard to the expenses of those attending the Conference shall be on the same basis as were sanctioned by Order in Council of the 17th July, 1919, P. C. 1511), in the case of the National Industrial Conference of September, 1919.

The Committee concur in the foregoing recommendation and submit the same for approval.

(Sgd.) RODOLPHE BOUDREAU,

*Clerk of the Privy Council.*



## AGENDA OF CONFERENCE

1. Existing conditions in our Industry.
  - (a) Shortage of dwelling, commercial and public buildings.
  - (b) Seasonal nature of the Industry and possible methods of regulation.
2. Apprenticeship and craftsmanship.
  - (a) Consideration of National Joint Conference Board proposals.
  - (b) Development of technical training.
3. Costs and production.
  - (a) Factors in building costs.
  - (b) Efficiency and its relation to Production.
  - (c) Hours of labour.
  - (d) Wages and their relation to cost of living.
4. Conditions of employment.
  - (a) Distribution of labour.
  - (b) Unemployment insurance.
  - (c) Industrial safety.
5. Development of Joint Industrial Councils.



# RESOLUTIONS ADOPTED BY JOINT CONFERENCE OF BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA

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## EXISTING CONDITIONS IN OUR INDUSTRY

Unanimous Report of Committee—Adopted unanimously by Conference.

### Shortage of Dwelling, Commercial and Public Buildings

Your Committee has been asked to discuss the subject: "Conditions in our Industry"—under the headings (a) Shortage of Dwelling, commercial and public buildings, and (b) Seasonal nature of the Industry and possible methods of regulation. We have been requested by the Conference to jointly consider the many points arising out of these subjects and to report our findings.

Your Committee reports as follows:—

From reports of contracts awarded, which undoubtedly form the most accurate basis for any general survey of the condition of the Industry in the country generally, we find that for the first three months of this year—January, February, and March—the total of contracts awarded is \$37,000,000, approximately; that last year the corresponding total was \$56,000,000, approximately, thus showing a decline of roughly 35 per cent. The contracts awarded for the 1st month—March—shows a much greater falling off proportionately, for we find that whereas in March, 1920, contracts were let totalling approximately \$21,000,000, that in March this year only \$10,000,000 in work was let. A shrinkage of 50 per cent.

The shrinkage must be due to either one of two reasons—either buildings are not required or building is costing too much. We have made a fairly careful study of the first suggested reasons, i. e., are the buildings required, in the rather limited time at our disposal, and we find as follows:—

This is a growing country. It requires in connection with that normal growth a corresponding normal growth of buildings. The only figures that can form a basis, or by which we can examine this normal development, are the building permits issued in 35 leading Canadian cities. If we go back to the year 1910, and trace the increase up to 1914—to the commencement of the great war—this normal increase is quite clearly defined. The McLean Daily Reports—Building Review—have, after a thorough study, worked out a chart which develops graphically the normal increase of building during those years and continued the same percentages of normal increases during the war period and up to this year. This chart is developed by using the monthly averages and their increases up to the war, and theoretically continuing the increase up to the present. Your Committee feels that since the growth of the country has continued fairly consistently, year by year, such a chart cannot be said to be unreasonable, or to distort the situation to any great extent.

This chart shows a very great falling off in building of all kinds during the war—a greater falling off in actual volume of work than is indicated by the money totals of work let, because, as we know, the costs of building increased over that period quite substantially. The difference between the normal requirements of the country up to date, and the buildings of all kinds actually provided, shows a great accumulated volume of work unquestionably held back and actually required to bring the situation to normal.

Your Committee has arrived at what it believes to be a fair estimate of what this means to the industry and we think that while it may be based on more or less theoretical conditions it is nevertheless reasonable.

This country is short of buildings and public works at the present day, including dwellings and works of all kinds, the staggering total of \$780,000,000.

We can dismiss, then, from our minds, any further doubt as to the reason of the stagnation and attribute it absolutely to the High Cost of Building and the disinclination of the public to build at present prices.

What can be done to remedy the situation and revive the industry. In the opinion of this Committee, it will undoubtedly improve if a lower level can be reached and that level stabilized so as to avoid the consequences of a demoralized or falling market.

The conclusions arrived at as to the shortage of dwellings are confirmed by the following extracts from a memorandum on the subject prepared by Mr. Adams of the Town Planning Commission.

Figures can be obtained showing that there is a considerable shortage of houses throughout Canada, but in this matter, as in so many others, figures are only useful in so far as they support general observations and knowledge of the conditions to which they apply. For instance, it may be said there is a shortage of houses in Montreal, Toronto, and Ottawa, but the evidence does not exist in the form that there are any families actually unable to obtain shelter. When houses are too plentiful we can count the number of vacant dwellings. When they are scarce it would require an elaborate census to discover how many families were actually in want of dwellings. When scarcity is the result, as at the present time, of increased cost of building plus scarcity of capital, the difficulty of ascertaining the actual needs of the community is further increased. Many families have doubled up or gone into small apartments for economic reasons and even if houses were available they might not be able to purchase or rent them. Another factor is that houses are now occupied by some of the very poor which would not be permitted to be inhabited if it were practical to carry out the health laws.

The needs of the community, therefore, in the matter of additional housing accommodation may be summarized under three heads, viz:—

- (1) Houses required for families at present living in apartments or rooms, who could afford to pay for and would prefer houses if they were available.
- (2) Houses required for those living in insanitary dwellings which cannot be condemned because of the lack of alternative accommodation.
- (3) Houses required to accommodate immigrants.

It is obvious that all these classes of need should be met as far as practicable.

As soon as building costs fall there will be a third class needing housing accommodation, viz., those who are at present doubled up with other families or relatives, but who cannot afford to pay present prices or rents.

It is stated that there have been 11,117 houses built in Canada during 1920, and during the same year about 70,000 couples were married. This leaves a shortage of about 59,000 houses to meet the ordinary needs of the country.

During 1920 there came into the country 117,336 immigrants. It is not possible to estimate how many of these would need houses, but assuming that 50 per cent required dwellings and that three persons comprised the average family, the need in this connection would be about 20,000 houses, thus making a total shortage for the whole country of 79,000 for 1920 alone.

Mr. J. A. Ellis estimates the shortage in Ontario at 20,000. The above, however, is without regard to the number of houses short prior to 1920 or the number of houses occupied which should be condemned because they are unfit for habitation. It may be assumed that another 79,000 houses will be required this year over and above what will be erected in a normal way by private enterprise. It would seem, therefore, that we could do with 158,000 houses.

The situation has now become so serious that it is evident that the Government, Federal, Provincial and Municipal shall accept a greater share of responsibility in this matter, and immediately put into operation some machinery for providing the necessary funds to assist in the building of the houses and buildings necessary to house the people of this country. It is also to be hoped that the Government, both Federal and Provincial, will see their way to proceed with the construction of many of the large public buildings for which sites have been secured and plans made for several years.

### **Seasonal Nature of the Industry and Possible Methods of Regulation**

This condition is to some extent necessary owing to our variable climates, but your Committee believe that much can be done to relieve the present situation, and thereby minimize periodic unemployment of many men engaged in our industry. This periodic unemployment has greatly accentuated existing conditions owing to the fact that at the season when builders usually are able to earn money, after a period of idleness, they are faced with a practical shutdown of business. The most practical means of reducing the extreme variations in our industry would be the systematic regulation of public work of all kinds so that it may be let and carried on during those periods of the year, when private operations are at a minimum.

This would cost a little more for outside work, but we believe that this additional cost would be balanced, by the lower prices of such building materials as sashes and doors, structural steel, cut stone, etc., which are made indoors and which manufacturers would probably be prepared to take at lower rates to carry their overhead through slack months.

(Signed) for labour:

S. J. NOTT,  
J. R. BLAIS,  
BEN SIMMONS,  
W. REEVES,  
C. LEWIS,  
JOHN W. BRUCE.

(Signed for employers:

J. M. PIGGOTT,  
E. S. MATTICE,  
C. H. WHITLOCK,  
J. A. MARION,  
GEO. J. ROGERS,  
E. G. BROUSSEAU.

## APPRENTICESHIP AND CRAFTSMANSHIP

The Committee on Apprenticeship and Craftsmanship beg to report as follows:—

The Committee has considered the Apprenticeship Plan proposed by the National Joint Conference Board and recommend the adoption of this plan with certain modifications and extensions as set forth in the draft apprenticeship system presented herewith and which has the unanimous approval of the committee.

The proposed scheme consists essentially of a National Apprenticeship Council with Local Apprenticeship Councils in various localities. The functions of the National Council to be advisory except in respect to matters referred to it for decision. The scheme also includes certain rules and regulations which should govern such councils; also a standard form of indenture for apprenticeship prescribing in general terms the relations which should exist between apprentice, guardian, employer, and Local Council, the details of such indentures to be fixed by Local Councils.

### COMMITTEE:

(Signed) for Employers:	(Signed) for Employees:
Messrs. K. A. MCINTYRE, J. TUCKER, WM. WILSON, K. D. CHURCH, W. J. CRAWFORD, GEO. GANDIER.	Messrs. E. INGLES, A. J. CRAWFORD, E. PELLETIER, O. FLEURY, D. MOORE, H. OLIVE.
L. W. GILL, Chairman. E. INGLES, Secretary.	

## NATIONAL APPRENTICESHIP SYSTEM BUILDING AND CONSTRUCTION INDUSTRIES

### I.

#### ORGANIZATION

There shall be established a representative body within the organizations of the building industry which shall be known as the National Apprenticeship Council of the Building Industry.

2. The said National Council shall be composed of seven members, six of whom shall be appointed by the National Joint Conference Board of the Building and Construction Industry. Of the six so appointed, three shall be employers and three shall be employees in the industry. These six members shall select the seventh member who will be chairman of the Council.

3. The said National Council shall have authority to make regulations to govern its own activities and to appoint such officers as may be necessary to enable it to perform its function.

4. Local Apprenticeship Councils shall be formed under the authority of the National Council with power to carry out the objects of the National Apprenticeship System.

5. Each Local Council shall be composed of one employer and one employee from each trade in the industry; with one architect and one industrial engineer. The employers shall be appointed by the Local Builders' Exchange and the employees by the local Building Trades Council. The employers and employees so appointed shall select the other two members.

6. After appointment the members of each Local Council shall elect from among their number a chairman and a secretary.

7. The relation of the National Council to the Local Councils shall be advisory and supervisory, except in respect to questions, disagreements or disputes which may be referred to the National Council for decision. In such cases the decision of the National Council shall be final and binding on both parties to the reference.

8. Standard forms of indenture, applicable to the trade in any province shall be adopted by all employers.

9. Each apprenticeship shall be indentured to an employer, and the employer shall bind himself to give the apprentice the fullest opportunity to learn the trade by practice and by attendance at a vocational school.

### II.

#### RULES AND REGULATIONS GOVERNING THE NATIONAL COUNCIL

1. Meetings of the National Council shall be called by the Chairman acting alone or on request of three members of the Council.

2. The general expenses of the Council, not including payment for time or expenses of members attending meetings or acting on behalf of the Council, shall be met by equal contributions from the national organizations representing the employers and the employees in the building industry.

3. (1) The said Council shall promote the organization of Local Councils, and in any locality where no Local Council is organized it may form a temporary Local Council composed of three members, one employer and one employee to be appointed by the National Council and one neutral chairman to be selected by the other two members.

(2) It shall prepare and issue to Local Councils standard forms of Indenture for each trade, to be used exclusively by all employers who are parties to this system, and by all apprentices who take advantage of its operation.

(3) It shall recommend to the Local Councils scale of wages for apprentices in the various trades, said scale to be drawn with due regard to the form of the standard indenture. It shall also make other recommendations as may be advisable or desirable to promote the apprenticeship system outlined herein.

(4) It shall make an annual report to the National Joint Conference Board.

### III.

#### RULES AND REGULATIONS GOVERNING LOCAL APPRENTICESHIP COUNCILS

1. This Council shall be known as the Apprenticeship Council, and shall work under the rules and regulations of the National Apprenticeship System.

2. Regular meetings of the Council shall be held on ..... when ..... members present shall constitute a quorum.

3. The general expenses of the Council, not including payment for time or expenses of members attending meetings or acting on behalf of the Council, shall be met by equal contributions from the bodies represented by the employers and journeymen.

4. The Council shall adopt and use the form of indenture issued by the National Apprenticeship Council, and make rules and regulations for assuring the employer and apprentice that the terms of indenture will be fully carried out in accordance with the following principles:

(a) An apprentice shall be indentured to the employer and the employer shall undertake to give every apprentice the fullest opportunity of efficiently learning the trade in the workshop, on the job, and by attendance at vocational schools.

(b) The apprentice shall be bound to attend prescribed vocational classes.

(c) Arrangements shall be made, where possible, with the local educational authorities for classes for apprentices at hours and periods during which the apprentices shall attend.

(d) An Examination Board of not less than three members shall be established and shall conduct the examination for apprentices at stated periods.

(e) The Council may, for cause, cancel indentures when considered desirable, or arrange for the permanent transfer of an apprentice from one employer to another.

(f) In order that apprentices working under the direction of the Council may have the best opportunity of obtaining the widest knowledge of their respective trades, it shall be open to the Council, by agreement with employers, to arrange for short periods of transfer or exchange of apprentices where it appears that by such transfer the apprentice shall acquire special knowledge or experience.

5. The local Council shall assume responsibility with the employer for providing appropriate facilities for the apprentice to learn all branches of his trade. It shall determine the number of apprentices which may be necessary, due regard being had to the possibilities for future expansion or contraction. It shall regulate the admission to the various trades in accordance with these conditions and subject to the trade agreements existing between the employer and employees. It shall have the right to dissolve the apprenticeship in case of serious default by either party in carrying out the provisions of the indenture.

6. Subject to disallowance by the National Council, the Local Council shall prescribe all conditions of apprenticeship not fixed by the standard form of indenture.

7. All complaints or disputes arising between employers and apprentices which cannot be settled between the parties, in regard to the conditions or work, discipline, wages, or other matters, shall be referred to this Council who shall have power to adjust such disputes, which shall be binding on all parties, subject, however, to appeal to the National Council.

8. Each Local Council shall make an annual report to the National Council.

#### INDENTURE OF APPRENTICESHIP

THIS INDENTURE made in duplicate this ..... day of ..... 192

BETWEEN:

..... of the City..  
and District of .....;

his minor son .....;

"First Party";

"Second Party";

..... having their principal place of business in the City of .....  
and herein represented by .....;

"Third Party";

WITNESSETH:—

1. That the "First Party", with the consent of the "Second Party", doth hereby engage, place and bind the said "Second Party" to the said "Third Party", to learn the art and trade of ..... for a period of four or more years, to be computed as and from the ..... day of ..... 19

2. The said party of the "First Party", with the concurrence of the "Second Party", doth hereby covenant, promise and agree to and with the "Third Party", that during the said term of four or more years, the said "Second Party" shall well and faithfully serve the said "Third Party", his secrets keep, his lawful commands and those of his foremen and other Superior Officers at all times readily and cheerfully obey; that he shall give and devote to the said "Third Party" his whole time and labour; and that he shall not damage nor waste or lend unlawfully any goods belonging to the "Third Party".

3. The hours of the said "Second Party" will be ..... each and every week of the term of his apprenticeship; excepting Sundays and the following legal holidays: New Year's Day, Good Friday, Victoria Day, Dominion Day, Labor Day, Thanksgiving Day and Christmas Day.

4. The said "Third Party" agrees to take the said "Second Party" as an apprentice and give him such opportunity for learning the said art and trade as may be determined by the said "Third Party", his foremen or employers to be suited to the capacity of the said "Second Party", and according to the requirements of the said "Third Party" in his business; also that if the said "Third Party" at any time or times during the said term requires the occasional services of the said "Second Party" in any department or branch of his business, other than that in which the art or trade of ..... are required, it shall be lawful and competent, subject to the approval of the Local Council, for the said "Third Party", his foremen or other Superior Officers, to assign and appoint for the time being, the said "Second Party" for the performance of such work as may be required in such other department or branch of their business, due regard being given to local trade rules, and the "Second Party" agrees to well and faithfully perform such work.

5. The said "First Party" agrees that the "Second Party" may be required to work for any other firm engaged in a similar trade, subject to the ruling of the Local Apprenticeship Council, it being understood that all the time so spent by the "Second Party" shall count as part of the apprenticeship term.

6. The "First Party" hereby agrees that the said "Second Party" may be suspended from the service of the said "Third Party" at any time during the apprenticeship term for want of good and faithful attention to his duties, or for divulging the secrets of the said "Third Party", or for his not readily or cheerfully obeying the lawful commands of the said "Third Party", his foremen or other Superior Officers, or for any justifiable cause whatsoever, provided such suspension shall be subject to an appeal to the Local Apprenticeship Council.

7. The foremen or other Superior Officer of the "Third Party" shall have the power to suspend the "Second Party" for any misconduct, neglect of duty, or insubordination, or for any other just cause, the reinstatement of said "Second Party" being left to the decision of the Local Council whose decision shall be final.

8. Any time lost by the said "Second Party" during the years of his apprenticeship, at whatever time or from whatever cause arising except time allowed for technical education in working hours, shall be made good to the said "Third Party" by the said "Second Party", and the year in which the said time has been lost shall be extended until it is fully made up, and the next succeeding year of the said apprenticeship shall not be deemed to commence until the said lost time shall be deemed to have been made up in the manner aforesaid.

9. The "Third Party" hereby agrees to permit the "Second Party" without reducing his wages, to attend such vocational classes as may be designated by the Local Council and the "Second Party" agrees to attend such classes, amounting in time to not less than ..... hours per year for the first two years and not less than ..... hours per year for the remaining years, and to submit to such annual examinations as may be prescribed by said Council. The "Second Party" further agrees that advancement with respect to standing in the trade and rate of pay shall depend on the passing of such annual examinations.

10. The "Third Party" agrees to pay to the "Second Party" as remuneration for services rendered during the term of apprenticeship, the amounts of money specified below, said money to be paid on the regular pay days:—

During the period of first year standing ..... % of the minimum wage of a journeyman in the trade; during the period of second year standing ..... % of said minimum wage; during the period of third year standing ..... % of said minimum wage; and during the period of fourth year standing, ..... % of said minimum wage; and in addition to the above amounts a bonus of an amount equal to ..... % of the amount of money paid to the "Second Party" during the last six months of his apprenticeship, said bonus to be paid after the passing of the final examination.

11. The "Third Party" may, at his discretion, increase the wages of the "Second Party" without otherwise affecting this agreement.

12. It is understood between the parties hereto that this agreement shall be carried out under the general supervision of the Local Apprenticeship Council.

IN WITNESS WHEREOF, the said parties have hereto set their hands and seals.

In the presence of:—

"First Party"

In the presence of:

"Second Party".

In the presence of:

"Third Party".

## COSTS AND PRODUCTION

Unanimous Report of Committee.—Adopted unanimously by Conference

### (a) Facts in Building Cost.

RESOLVED that this Conference agrees that the cost of a building is divided in general under three headings:—

(a) Direct Labour costs on the contract.....	35 per cent.
(b) Materials delivered on the contract.....	55      "
(c) Contractors overhead and profit.....	10      "
Making a total of.....	100      "

ITEM (a)—The Direct Labour on the job needs no analysis other than state that it represents the wages paid to the building trades mechanics.

ITEM (b)—The Materials delivered on the job is further subdivided into Labour, Freight, Manufacturers and Distributors, Profit and Overhead, and Government Royalties and Taxes in the relative importance, as named. Beyond stating the relative importance we do not feel further analysis is justified.

We are further agreed that these costs of materials, delivered on the job are influenced in great measure by too much purchasing through numerous retailers.

ITEM (c)—The Contractors overhead and profit, covers the contractors office labour, maintains his plant, meets his fixed charges and supplies net profit:

Moved by J. B. Carswell,  
Seconded by J. F. Marsh.

---

### (b) Efficiency and its Relation to Production."

RESOLVED that this Conference agrees that the following features in properly understood will tend strongly to increase efficiency and reduce costs.

- (a) Standard practice in the design of all buildings especially in the establishment of sizes and the working out of details, also the standardization of general conditions, and the specification of stock materials and shapes wherever possible.  
This is especially true in the construction of small houses.
- (b) Constant, steady and interested supervision on the part of the management and the construction superintendent.
- (c) Employment of properly skilled workmen, properly skilled foremen, and the possession of organizing ability by the general superintendent, so as to ensure the steady flow of the materials, and the supply of proper tools and equipment.
- (d) The introduction of the apprenticeship system.
- (e) The extension as far as reasonably possible of the building season by the early commencement of construction.
- (f) By the steady maximum output of the individual workman.

This Conference further agrees that the efficiency of the building trades workman, although it has been publicly assailed from time to time is today equal to the pre-war efficiency.

Moved by E. E. Poole.  
Seconded by James Winning.

### (c) Hours of Labour.

RESOLVED that this Conference recognizes that the greatest efficiency per hour of the work-man is attained in the eight hour day.

#### Employer's Qualification.

We realize that it would be difficult to make universal the eight hour day, and we would not look favourably upon any Legislation governing hours of labour in the Building Trades.

#### Employee's Qualification.

We believe that Legislation should be immediately enacted which would establish the eight hour day for the Building Industry, in harmony with Draft Conventions approved at the International Labour Conference at Washington.

Moved by E. E. Poole,  
Seconded by Geo. E. Hughes.

For the Employers.

Moved by Tom Moore,  
Seconded by A. Farmilo,

For the Employees.

Signed for Employers:

J. GRIEVE,  
J. B. CARSWELL,  
N. E. GIBB,  
THOS. SHARPE,  
E. E. POOLE,  
G. E. HUGHES,  
S. E. DINSMORE,  
A. A. McDONALD.

Signed for Employees.

A. MARTEL,  
J. KENNEDY,  
J. MARSH  
A. P. GAUDET,  
A. FARMILO,  
W. HAMILTON,  
J. WINNING,  
TOM MOORE.

### (d) Wages and their Relation to Cost of Living.

The following resolution, prepared by the General Committee of the Conference, was substituted for the original report of the Special Committee, and was adopted unanimously by the Conference:—

The General Committee of this Joint Conference of Employers and Employees in the Construction Industries begs to report that it has had three meetings during the sessions and has considered without hesitation some of the vital questions of our industry, with a view to aiding this conference in arriving at a satisfactory conclusion. The chief questions on which no agreement has been reached at this time either in committee or in the Conference itself are those of wages and the methods which have been used to obtain wage reductions.

After the most serious and careful consideration and with the full knowledge that we are not in any sense a legislative or authorized body, but a voluntary one, and therefore without jurisdictional powers, beg to recommend the following:

WHEREAS there now exists a condition of either strike or lockout in our industry in several of our Canadian cities because of the so-called arbitrary reductions demanded by employers; and

WHEREAS this condition is the result of a general abnormal situation, over which we could not possibly have any control; and

WHEREAS the post-war unnatural high peak in cost of living and therefore in wages was passed last year; and

WHEREAS in many important centres throughout Canada and adjacent U. S. points wage adjustments have been reached by mutual agreements or arbitration; and

WHEREAS the chief deterring factor which prevents a real substantial reduction in cost of living is undoubtedly high rent; and

WHEREAS it is realized by us that only the building of many thousands of dwellings can alleviate Canada's deplorable housing shortage; and

WHEREAS we are as an industry to a slight degree responsible for this situation; and  
WHEREAS it has been conclusively shown in this Conference that building material  
prices have already been substantially reduced;

THEREFORE BE IT RESOLVED BY THIS CONFERENCE, acting as individual builders and workers, and not in our capacity as officers of any particular organization, and with the full realization that each locality must of necessity deal with its own peculiar situation, as follows:

That in our best judgment a moderate and reasonable adjustment of wages should be agreed upon without further delay in such large centres, where an abnormally high peak has been reached and where no settlement has been accepted, and that such agreement should be fixed upon for a period of twelve months; and further that we strongly urge the immediate resumption of negotiations with a view to mutual agreement, and that failing mutual agreement, voluntary arbitration should be entered into.

In conclusion, your General Committee feels that this action will tend to stabilize conditions by preventing an undue and abnormal drop in wages, and remove strikes, strife and distrust, and that a new post-war normal will more speedily be determined.

## CONDITIONS OF EMPLOYMENT

Unanimous Report of Committee.—Adopted unanimously by Conference

### (a) Distribution of Labour

This Committee recommend that the present system of distribution of labour operated under private and Government agencies be modified by the abolition of private agencies, and that closer co-operation between Federal and Provincial Bureaus, Employers' Associations and Labour Organizations be maintained.

We suggest that individual contractors, when requiring any additional employees, apply for same to Building Trades Organizations or Government bureaus in their respective localities, and further, in case of application for help every assistance should be given by Labour organizations to provide same from districts where a surplus of labour exists, and the Government transfer such employees over the Government roads wherever possible at reduced rates.

### (b) Unemployment Insurance—

Whereas there is an acute unemployment situation in Canada at the present time, and Federal unemployment insurance has been brought forward as a remedy:

We recommend that the National Conference on the Building Industries go on record as being strongly opposed to unemployment insurance except as a last resort.

We strongly recommend that the Government formulate some constructive policy to provide employment for the great mass of unemployed who are willing to work and earn a livelihood.

Respectfully submitted,

(Signed) T. Woods, Chairman.

W. DIBB, Secretary.

### (c) Industrial Safety—

Whereas the question of the jurisdiction and operation of regulations for safety appliances on construction work is intimately connected with the question of workmen's compensation insurance, and in certain provinces provincial compensation insurance and safety laws are under the jurisdiction of the workmen's compensation boards and have been found to work out satisfactorily, this Committee recommends:

1. That in the provinces where there is no provincial insurance, that the Provincial Governments take over workmen's compensation insurance and pass suitable legislation to cover the question of safety appliances after the pattern of existing Building Trades Protection Acts, and that the operation of this legislation be under the supervision of the provincial workmen's compensation Boards;
2. We further recommend that a committee be established, with a sub-committee in each province, by the National Joint Conference Board, to study the question of safety appliances in the construction industry;
3. That the National Joint Conference Board make the necessary representations to the Provincial Governments to put this resolution into operation.

## DEVELOPMENT OF JOINT INDUSTRIAL COUNCILS

### Unanimous Report of Committee.—Adopted unanimously by Conference

Your Committee on Joint Industrial Councils beg to report as follows:—

- (a) Your Committee is of the unanimous opinion that Joint Industrial Councils are a benefit to the Building Industry as a whole.
- (b) Your Committee recommends that Joint Councils be formed by equal representation from organized Employees' and Employers' Associations, and that they may select an independent Chairman.
- (c) Your Committee recommends that the duties of Joint Councils shall be to adjust any grievances that may arise out of the interpretation of agreements made between Employees and Employers in the various affiliated trades.
- (d) Your Committee recommends that the Department of Labour continue to co-operate with the National Joint Council in the formation of local Joint Councils and that the assistance of the Department be available for local Councils.
- (e) Your Committee recommends that the National Joint Council consider the advisability of applying the principles of the Industrial Conditions Act of Manitoba to the other Provinces of the Dominion.

All of which is respectfully submitted:

(Signed) JOHN DOGGETT, Chairman.  
M. RYAN,  
H. C. LAWTON,  
G. T. MACFARLANE,  
T. W. WELSH,  
C. C. BATSON,  
W. G. FOLEY,  
G. A. CRAIN,  
J. W. MORLEY,  
F. A. MAGEE, Secretary.

## SUPPLEMENTARY REPORT OF COMMITTEE

### Unanimous Report of Committee.—Adopted unanimously by Conference

That we approve of the continuation of the National Joint Conference Board; and that we recommend to each group the further consideration of such matters relating to finance and representation as would tend to strengthen the Board.

Your Committee begs to submit herewith a suggested outline of a constitution for local Joint Councils as requested.

Submitted on behalf of the Committee.

(Signed) JOHN DOGGETT, Chairman.  
(Signed) F. A. MAGEE, Secretary.

# PROPOSED CONSTITUTION TO GOVERN THE JOINT INDUSTRIAL COUNCILS OF THE CANADIAN BUILDING AND CONSTRUCTION INDUSTRIES

## NAME

### Clause 1.—

This Council shall be known as the Joint Industrial Council of the Building Trades.

## AIMS AND OBJECTS

### Clause 2.—

To Harmonize and standardize the conditions of contracting and employment in the Building Trades, and to secure the largest possible measure of Joint Action between employers and employees for the development of industry as a part of national life and for the improvement of the conditions of all engaged in that industry, and to adjust any grievances that may arise out of the interpretation of agreements made between employers and employees in the various affiliated trades.

## MEMBERSHIP

### Clause 3.—

The Council shall consist of \_\_\_\_\_ members with power to add to their numbers. Representation shall be of equal numbers between recognized organizations of employers and employees.

## HOW ELECTED

### Clause 4.—

Representatives shall be duly elected by their respective bodies (see clause 3) and it is further provided that it shall be optional for both parties to elect alternatives.

## CHAIRMAN

### Clause 5.—

An Executive chairman shall be appointed annually alternatively from each side of the Council for the purpose of carrying on the meetings of the Council. He shall be entitled to a voice and vote in the Council, but he shall not be entitled to any additional vote. In the event of a dead-lock an independent chairman may be appointed.

## SECRETARY-TREASURER

### Clause 6.—

The Council shall be empowered to maintain a Secretary-Treasurer and such other clerical staff as it may think fit.

## TERMS OF OFFICE

### Clause 7.—

The representatives to the Council shall retire annually and shall be eligible for re-appointment by their respective bodies. Casual vacancies shall be filled by the Association concerned, which shall appoint a member to sit until the end of the current year.

## COMMITTEES

### Clause 8.—

The Joint Council may appoint committees from time to time as may be deemed advisable, and such committees shall report back all matters referred to them for confirmation unless otherwise determined by the Joint Council.

## CO-OPTED MEMBERS

### Clause 9.—

The Council shall have the power of appointing on Committee or allowing Committees to co-opt, such persons of special knowledge, not being members of the Council, as may serve the special purposes of the Council.

(a) The two associations in the Council shall be equally represented on all committees and  
(b) any appointed co-opt members shall serve in consultation capacity only.

## DUTY OF OFFICERS

### *Clause 10.—*

(a) The chairman shall preside at all meetings of the Joint Industrial Council and all committee meetings, and shall perform such other duties as are usual for such an officer.

(b) The Vice-Chairman shall in order perform the duties of the chairman in the event of his temporary disability or his absence from meetings. They shall have voting powers by virtue of their membership in the Joint Industrial Council.

(c) The Secretary-Treasurer shall keep a record of the proceedings of all meetings of the Joint Industrial Council receive all moneys, and render a correct statement of same at each general meeting of the Council. He shall perform such other duties as appertain to his office.

## MEETINGS

### *Clause 11.—*

(a) The regular meetings of the Joint Council shall be held at such time and place as may be arranged.

(b) Special meetings shall be called by the Secretary within two days of the receipt of a request from the representatives on the Council of the employers or the employees.

## VOTING

### *Clause 12.—*

The voting in Council shall be by a show of hands or otherwise. No resolution shall be regarded as carried unless it has been approved of by the majority of those represented on each side of the Council.

or (alternative clause)

With the equal numbers of both sides voting a majority vote of the whole shall carry.

## QUORUM

### *Clause 13.—*

The Quorum shall be ——— members on each side of the Council.

## FINANCE

### *Clause 14.—*

The expenses of the Council shall be met by the employers' associations and the organizations of the employees in equal proportion.

## HOW AMENDED

### *Clause 15.—*

The Council may amend the constitution at a regular meeting, due notice of such amendment having been furnished to all interested parties. No amendment shall become effective until ratified by the National Joint Conference Board of the Building and Construction Industries.

## ARBITRATION

### *Clause 16.—*

(a) Where a dispute between any section or sections of the Council is referred to the Council for decision, the findings of the Council shall be final and binding on both parties  
(b) Each side to the dispute will present its case and when complete evidence is in both sides will retire.

The evidence shall be carefully accorded and the deliberations of the Council after the case is complete will be confined to the evidence taken.

In the event of the Council being unable to come to a decision at any meeting it shall reopen the case and sit continuously until a decision shall have been arrived at.

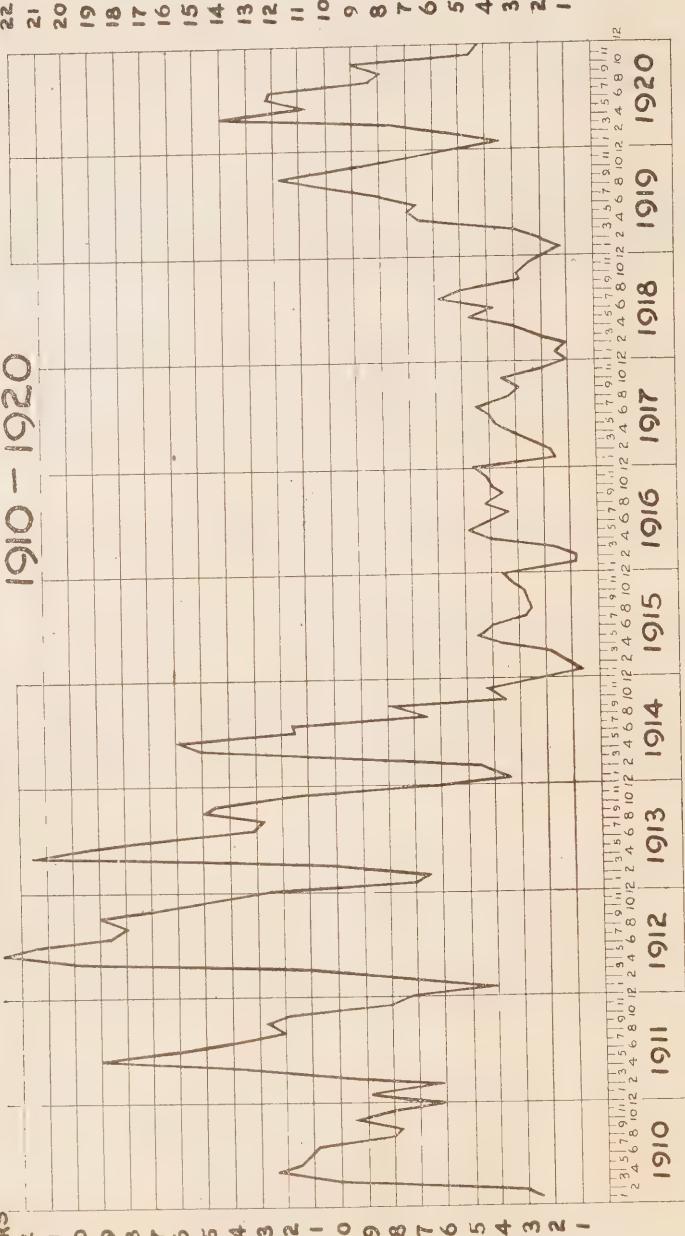
## ORDER OF BUSINESS

### *Clause 17.—*

1. Roll Call.
2. Reading of Minutes of Preceding Meeting.
3. Business arising out of the Minutes.
4. Secretary-Treasurer's report.
5. Communications and accounts.
6. Deferred or unfinished business.
7. New business.
8. Good of the Council.
9. Adjournment.

millions  
of  
dollars

BUILDING PERMITS IN 35 CITIES OF CANADA  
1910-1920



# MEMORANDA OF INFORMATION PREPARED BY THE DEPARTMENT OF LABOUR WITH REFERENCE TO VARIOUS ITEMS OF THE AGENDA

## Building Permits in Canada, 1910-1920.

This chart is based on the value of building permits reported monthly by the thirty-five largest cities in Canada. At the end of each year the cities have been asked to revise the monthly figures and to omit all permits that have not been proceeded with. The present chart is accordingly on the revised annual figures of actual construction.

It will be seen that the extraordinary activity shown during the building before the war, reaching its peak in 1912, slackened abruptly in 1915 through the curtailment of all but essentially necessary building during the war. A revival occurred in 1919, although large increases were not shown until the middle of the year. During 1920 there was further increase, commencing, as in normal years, about February, and in March reaching a peak somewhat higher than that reached in 1910, though still much lower than in the 1911-1914 period.

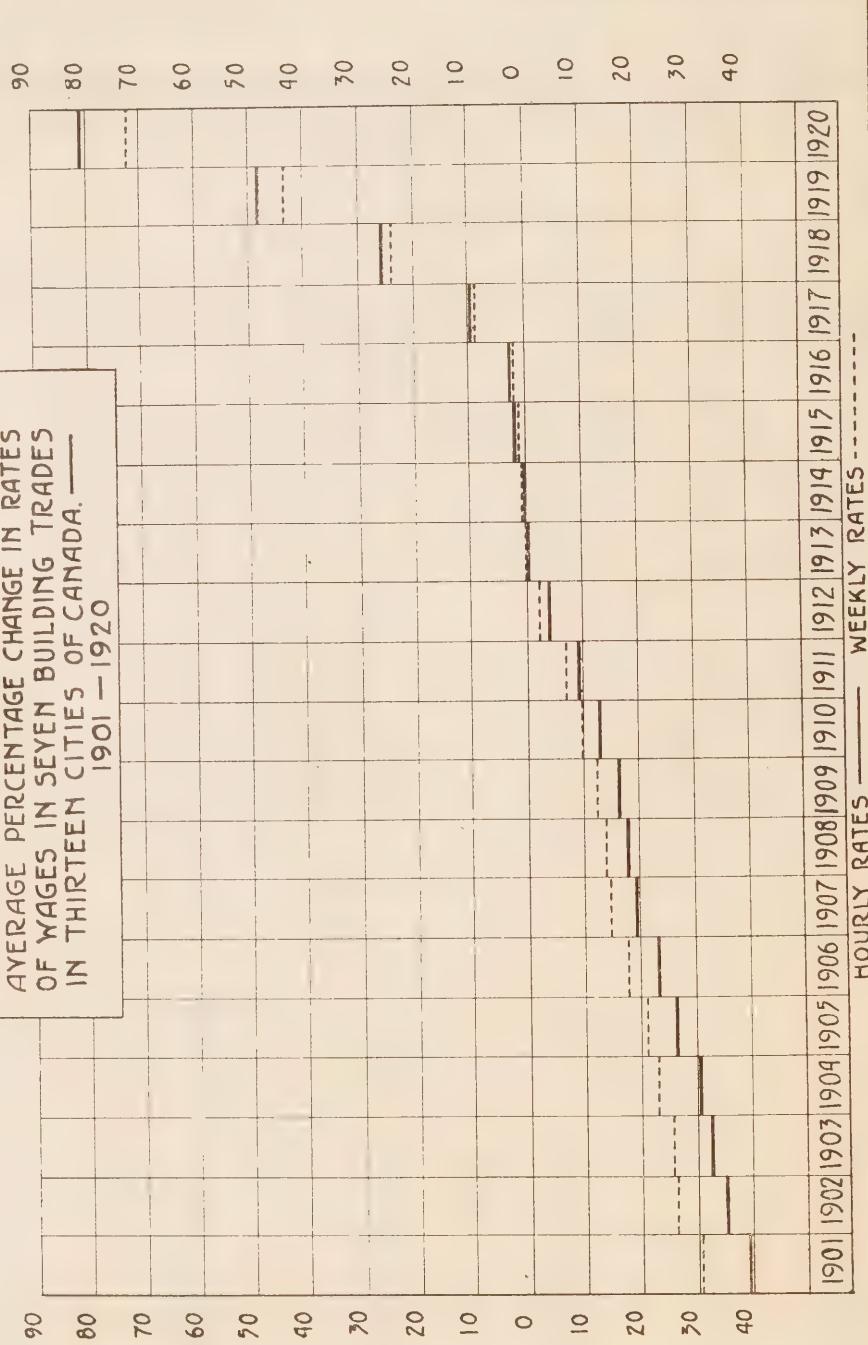
*In reading the present chart the higher labour and material costs in the later years should be kept in mind. In this connection, attention is directed to the separate chart on wages in the building industry.*

The extent of the movement in the prices of building materials during the period under review is brought out by the Labour Department's index number for such materials, average prices during the period 1890-1899 being taken as 100 in calculating these index numbers. The quotations used are for 48 commodities of which 14 are lumber, while 20 come under the heading "Miscellaneous", and 14 under the heading "Paints, Oils and Glass." The miscellaneous group includes bricks, cement, nails, wire, etc. A table of these index numbers from 1910 to 1920 follows. The index numbers for Paints, Oils and Glass for 1910 and 1911 are omitted, as they are not comparable with those for later years on account of a difference in the number of commodities.

AVERAGE YEARLY INDEX NUMBERS OF BUILDING MATERIALS IN CANADA, 1910 TO 1920.

	Lumber 14 Commodities	Miscellaneous 20 Commodities	Paints, Oils and Glass 14 Commodities	All Building Materials 48 Commodities
1910.....	160.6	106.0	.....	.....
1911.....	165.0	103.3	.....	.....
1912.....	166.5	105.4	148.6	135.8
1913.....	181.3	112.7	144.8	142.1
1914.....	182.1	111.4	140.8	140.6
1915.....	175.7	115.9	157.1	145.3
1916.....	182.1	154.9	200.5	175.1
1917.....	214.5	203.5	257.9	222.4
1918.....	267.1	226.4	310.8	262.5
1919.....	310.8	224.5	379.0	294.8
1920.....	486.5	258.7	444.2	379.2

AVERAGE PERCENTAGE CHANGE IN RATES  
OF WAGES IN SEVEN BUILDING TRADES  
IN THIRTEEN CITIES OF CANADA. —  
1901 — 1920



## Average Percentage Changes in Rates of Wages in Seven Building Trades in Thirteen Cities in Canada, 1901-1920.

The seven occupations to which the title of this chart refers are: Bricklayers, Carpenters, Electrical Workers, Painters, Plumbers, Stone-cutters, and Builders' Labourers. The thirteen cities are: Halifax, St. John, Quebec, Montreal, Ottawa, Toronto, Hamilton, Winnipeg, Regina, Calgary, Edmonton, Vancouver and Victoria.

For each occupation in each locality, index numbers were calculated, both from the hourly and from the weekly rates, these rates being as far as possible those for September of each year during the period.

The year 1913 was taken as the base year, that is, the rate for 1913 was taken as 100, and the rate for each year was brought to a percentage of the rate for 1913. Average index numbers of weekly and hourly rates respectively were then made for the whole group of seven trades for all of the thirteen cities. For this purpose, the simple arithmetic averages of the individual index numbers were taken.

On the chart the rates for the year 1913 are marked 0 instead of 100, so that the figures for the other years represent the percentages by which these fall below or surpass the 1913 rates. It will be noted that at the beginning of the period under review the line representing the hourly index number is well below that of the weekly index number, and at the end of the period is about an equal distance above it, thus marking a greater increase in hourly than in weekly rates from 1901 to 1920, due to the continued tendency towards the shortening of the hours of labour. The coincidence of the two lines at the year 1913 is owing to the fact that this is the year chosen as base.

## Employment in the Building Trades as Reported by Employers and Trade Unions.

On January 1, 1916, the Department of Labour began to receive quarterly reports from approximately 250 unions in the building trades throughout Canada indicating the number of union members employed at the first of the month. Since January 1, 1919, these reports have been received monthly. In the accompanying chart the volume of employment reported by the unions for January 1, 1920, has been taken as 100.

Reports from employers in the building industry have been received weekly since July, 1919, and for the purposes of this chart the employers' reports on the number of persons employed in the building trades in the first week of the month have been selected. The report for the week of January 1, 1920, has been used as a base. The curve of employment as reported by employers shows a higher peak than the trade union curve. This is due no doubt, to the fact that unskilled labour is not included in the trade union reports as in the reports of the employers. There is the additional fact that in the trade union reports members released from the building industry and temporarily employed in other lines are not counted as unemployed.

## Changes in the Average Cost of a Weekly Family Budget

The cost of living chart has been constructed to show the average changes in the cost of living during the past ten years, by the principal groups of family expenditure. The figures for food, fuel and rent are from the weekly family budget published in the *LABOUR GAZETTE* each month back to 1914, calculated from the average prices in sixty cities published in the *LABOUR GAZETTE* since 1910. During the past year statistics as to retail prices of clothing, etc., have been secured from dealers throughout the Dominion and the average increase in prices of clothing calculated. A calculation as to the changes in the prices of clothing prior to 1913 was based on the statistics available as to changes in wholesale prices. Information was also secured as to the prices of household supplies, furniture, furnishings, etc., and an estimate made as to the changes in the cost of miscellaneous items, the effect of the information gathered showing that such changes are approximately equal to the average changes in other items. The standard of expenditure adopted for the budget was that of the family of a skilled workingman living on an income of \$21.00 per week in 1913.

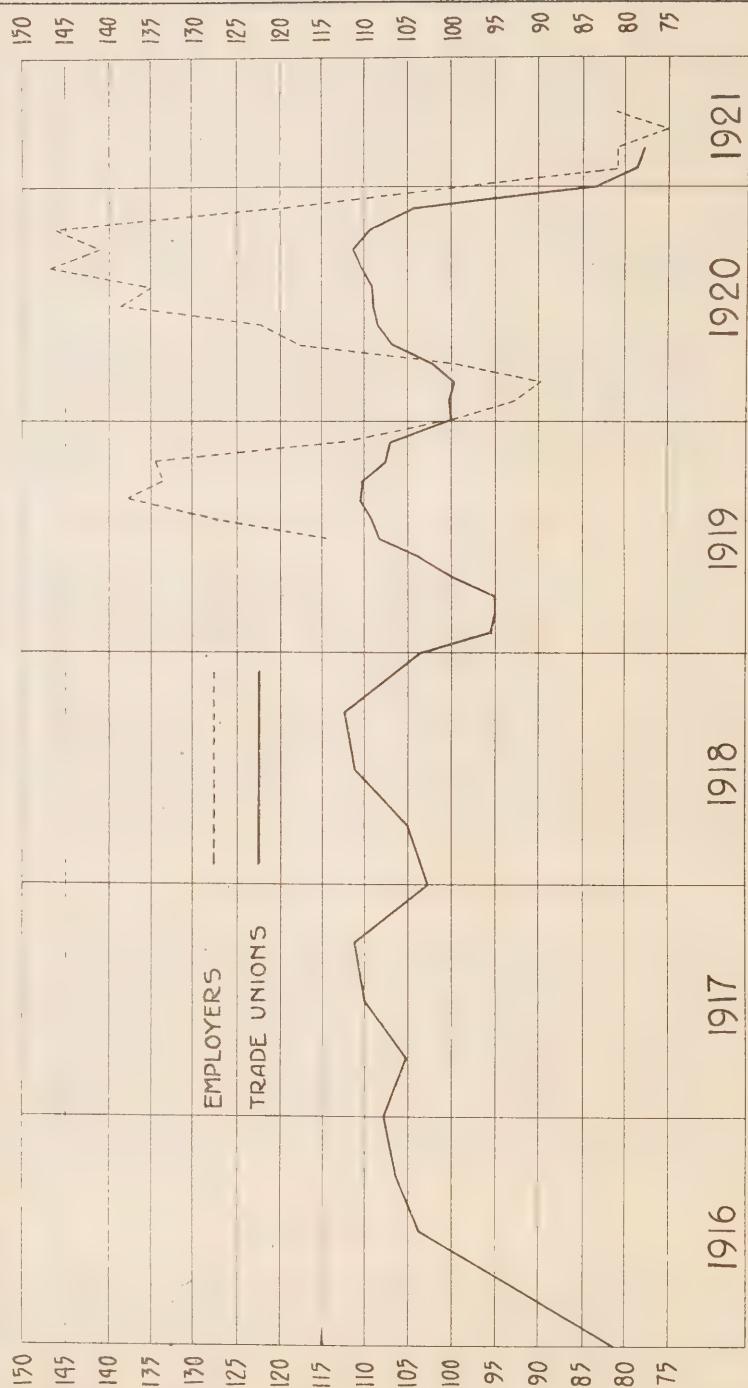
## Housing Shortage

The Department has recently sent out an enquiry to its correspondents in 60 cities throughout the Dominion on the subject of housing shortage. The period covered by the enquiry is from 1910 to 1920, and the figures asked for included population for each year, the number and value of dwellings and apartments erected in each year, and the total number and value of dwellings in the city in 1910, 1913 and 1920, together with other information bearing on the question. In a number of cases the correspondents in their replies have also made brief general statements as to the housing situation in their respective cities. These statements are as follows:—

EMPLOYMENT IN BUILDING TRADES AS REPORTED BY EMPLOYERS AND TRADE UNIONS.

JANUARY 1<sup>ST</sup> 1920 = 100.

THE CURVES REPRESENT RETURNS FROM APPROXIMATELY 250 EMPLOYERS AND 250 TRADE UNIONS IN ALL PROVINCES.  
THE TRADE UNION FIGURES INCLUDE BUILDING TRADESMEN TEMPORARILY EMPLOYED IN OTHER LINES.



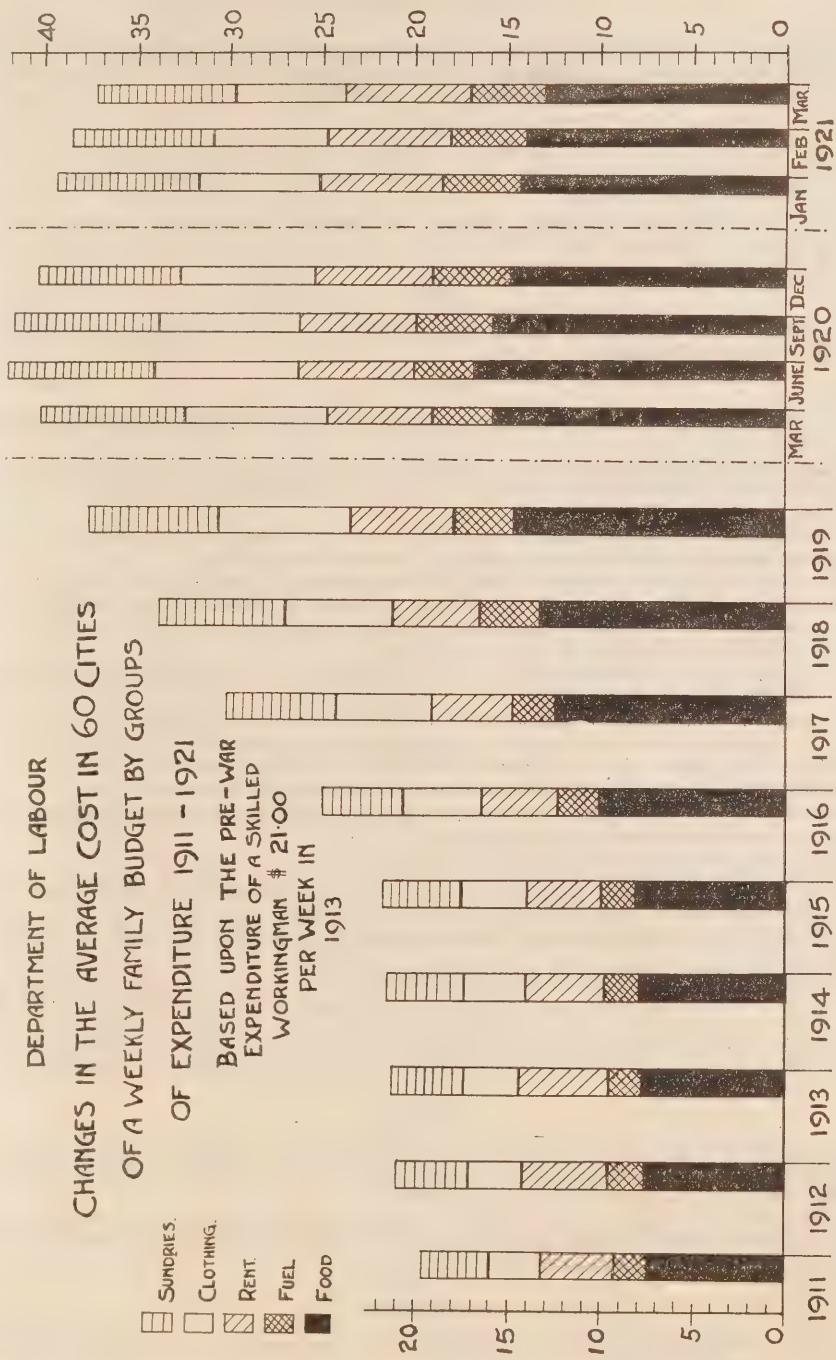
DEPARTMENT OF LABOUR

CHANGES IN THE AVERAGE COST IN 60 CITIES

OF A WEEKLY FAMILY BUDGET BY GROUPS

 Sundries.  
 Clothing.  
 Rent.  
 Fuel.  
 Food

OF EXPENDITURE 1911 - 1921  
 BASED UPON THE PRE-WAR  
 EXPENDITURE OF A SKILLED  
 WORKINGMAN # 21:00  
 PER WEEK IN  
 1913



## NOVA SCOTIA.

*Amherst*.—In the Building Inspector's opinion there are about fifty dwelling houses short.

## PRINCE EDWARD ISLAND.

*Charlottetown*.—There is a shortage in houses at present which will possibly be more acute later on as prospects for the erection of new houses this year are not bright. People are waiting to see how low building material will fall before they decide to build.

## NEW BRUNSWICK.

*St. John*.—Houses are very scarce, and rents are soaring in consequence. There is no way of getting at an estimated shortage.

*Bathurst*.—There was a shortage of houses here last year, and houses are still very scarce. If the depression in trade continues it will be relieved to some extent by some of the families moving back to the country.

## QUEBEC.

*Montreal*.—It was estimated that during the last couple of years there has been a shortage of some 500 houses in Montreal.

## ONTARIO.

*Brockville*.—There has been a shortage of houses for some time and rents have been higher than usual.

*Kingston*.—There is a shortage of small houses in the city at the present time, but this shortage is diminishing somewhat as the figures of the local population during the past five years would signify.

*Peterborough*.—There is quite a shortage of houses in this city. As to the number, the correspondent estimates about fifty small houses and twenty-five large ones.

*Toronto*.—In a report sent to the Medical Health Officer in January 1921, from the Division of Housing and Industrial Hygiene, the shortage of houses is placed at about 10,000. The chief demand is said to be for houses of from four to six rooms, and it is considered that 60 per cent of the total should be for rent and 40 per cent for sale.

*St. Catharines*.—The correspondent's observations lead him to consider that there is a shortage of dwellings.

*Hamilton*.—The Board of Health, and also the Assessment Department of the City, have made an estimate of the over-crowding here, and it is estimated that 2,500 persons require an additional 500 houses to meet the present demand and relieve the congested condition.

*Brantford*.—There is an estimated shortage of approximately 100 houses.

*Galt*.—The city could stand 200 new houses easily. If there were 150 new houses available just now, they would all be rented immediately.

*Stratford*.—No surplus or shortage of houses.

*Windsor*.—There is still a great shortage of houses in this city, and fully 50 are in the course of construction, but are stopped owing to the bricklayers' strike.

*Cobalt*.—A very small surplus of houses—probably not more than 20—at the north end of the town.

*Sault Ste. Marie*.—Estimated shortage of houses is 300.

*Ottawa*.—The Town Planning Adviser of the Conservation Commission is of the opinion that there is a shortage of about 500 houses in Ottawa. The Architect of the Ottawa Housing Commission says that in 1919 his Commission investigated the matter and found a shortage of about 1,000 houses, but considers that at present the deficiency would not exceed 700.

## MANITOBA.

*Winnipeg*.—A partial housing survey completed shows a shortage of approximately 5,600 houses. This deals only with families at present doubled up, and does not provide for either the natural increase in population or for immigration.

*Brandon*.—A few houses have been allowed to fall into disrepair and are standing empty. There has been a certain amount of "doubling up" and there is no surplus of housing. There is a shortage, but it is not so acute as in the larger cities.

## SASKATCHEWAN.

*Regina*.—The Building Inspector's Department estimates that the shortage of dwellings in the City is very considerable.

*Prince Albert.*—After consultation with civic officials and a reliable real estate agent, the correspondent estimates that there is a shortage of 100 houses with modern conveniences and containing from six to seven rooms.

*Saskatoon.*—The estimated shortage of houses is at least 300.

*Medicine Hat.*—A shortage of houses manifests itself during the winter season. Generally speaking, there is sufficient housing accommodation, but old houses and shacks to a considerable number are occupied at all times, and conditions would be much better for the workman and man of moderate means if there were a greater supply of five and six-roomed modern houses in the community.

*Edmonton.*—There is every evidence of a shortage of medium-sized houses, containing 4 or 5 rooms. Larger houses are also scarce and all apartment blocks are filled up.

*Lethbridge.*—The correspondent is informed that there is an acute shortage of houses in Lethbridge, and no empty houses at all.

#### BRITISH COLUMBIA.

*Fernie.*—Estimates of house shortage obtained range from 12 to 50, but by far the greater number estimate the actual number urgently required at 25. Indications already point to improved conditions this summer with respect to dwelling house construction.

*Trail.*—There is a shortage of modern houses, ranging from 15 to 20. When operations at the Canadian Consolidated Mining, Smelting and Refining Co., resume normally, the shortage will become acute.

*New Westminster.*—There is a shortage of houses at the present time, but the twenty new houses under construction in the various parts of the City will, when finished, meet the demand.

*Vancouver.*—With regard to shortage or surplus of houses, estimates vary considerably. For the years 1911 and 1912 there was a shortage, but with the decrease in population in 1913, 1914, 1915 and 1916, there was a surplus. After that, however, up to date the shortage has increased, while building operations have not kept anywhere near the increase in population.

*Victoria.*—There has never been any serious shortage of houses for any length of time, excepting in the year 1913, or therabouts, when the boom was at its height. Since that time the supply and demand have remained about equal. A large percentage of the residents own their own homes. The correspondent is of opinion that rents have been lower at Victoria than at any other place of similar size along the Coast.

*Prince Rupert.*—The City has a shortage of houses estimated at 150.

Some of the information asked for in this enquiry is difficult to obtain, and the returns are as yet too incomplete to allow of a uniform method of treatment which would justify conclusions of a general nature, but a brief examination of the figures submitted for Montreal, Toronto and Winnipeg may be helpful to a view of the housing situation in these particular cities.

#### MONTREAL.

The estimated population at the end of 1920 was about 800,000. The number of houses in the City in 1920, as reported to the Department, was 44,620, and the number of "lodgments", which would mean accommodation for families in flats, tenements and apartments, was given as 128,506. The sum of 44,620 and 128,506 is 173,126, and this sum bears to the total population the proportion of 1 to 4.62. There were, then, in 1920, on an average 100 dwellings or "lodgments" for every 462 inhabitants, which does not seem to indicate any great housing shortage. As already mentioned, the correspondent reports an estimated shortage of 500 houses. This, however, is not great in proportion to the size of the city. Moreover, there were 605 "lodgments" reported as having been vacant in 1920, so that such insufficiency as exists may only affect families which desire dwelling houses instead of tenements, etc. No information is on hand regarding the condition of the "lodgments" reported vacant.

#### TORONTO.

	Population as shown by Municipal assessment	Total No. houses in city	Proportion of houses to population
1910 . . . . .	341,991	73,345	1 to 4.66
1920 . . . . .	512,812	103,161	1 to 4.97
Increase . . . . .	170,821	29,816	
Increase per cent . . . . .	49.9	40.7	

It will be observed that the percentage increase in the number of houses during this period did not keep pace with the percentage increase in population, and while in 1910 there were 100 houses to every 466 inhabitants, this proportion was reduced in 1920, being then 100 houses to every 497 inhabitants.

This view of the matter neglects the accommodation afforded at both periods by apartments, etc. It is reported that during the years from 1911 to 1920, inclusive, the total number of apartments erected was 285, and their estimated value (at the time of building in each case) was \$5,693,800. As the total value of the houses erected during the same period (taken also at the time of building) was estimated at \$73,050,304, it would appear that apartments do not play a large part in the housing situation at Toronto.

As already mentioned, the correspondent referred to a report of the Division of Housing and Industrial Hygiene, in which the shortage was placed at about 10,000. The figures analyzed above appear at least to make it clear that the housing situation was worse in 1920 than in 1910.

#### WINNIPEG.

##### *Housing Situation in 1911 (From Census Report)*

Population.....	128 157
No. of dwellings in city.....	19,915
Proportion of number of dwellings to population.....	1 to 6.44

##### CHANGE IN HOUSING SITUATION, 1911 TO 1920.

No. of dwellings in city.....	19,915
Proportion of number of dwellings to population.....	1 to 6.44

##### CHANGE IN HOUSING SITUATION, 1911 TO 1920.

(Obtained by Correspondent from Municipal Sources.)

	Increase or decrease in population as compared with previous year	Number of dwellings erected in each year	Value of dwellings erected in each year
1912 (Increase).....	14,595	2,835	\$8,782,000
1913 " .....	18,177	2,090	6,849,950
1914 " .....	18,525	1,561	4,541,000
1915 " .....	9,634	86	320,900
1916 (Decrease).....	10,903	41	157,300
1917 " .....	19,033	34	183,400
1918 (Increase).....	747	37	118,500
1919 (Decrease).....	217	87	253,000
1920 (Increase).....	9,193	271	743,800
	40,713	7,042	\$21,949,850

#### Summary of Changes

Net increase in population from 1911 to 1920.....	40,713
Total number of dwellings erected from 1912 to 1920 inclusive.....	7,042
Value of dwellings (at time of building) erected from 1912 to 1920 inclusive.....	\$21,949,850
Proportion of number of dwellings built to increase in population.....	1 to 5.78

The figures above given for the year 1911 and for the changes since then are from two different sources and cover in the one case the electoral district and in the other the city municipality, but each set is homogeneous within itself as to source and area covered, therefore the proportion of dwellings to population in each case can be compared. The housing situation in 1911 would appear to have been bad, and while some improvement seems to have been made since, in the sense that the present proportion of dwellings to population would be slightly larger, these figures afford good ground for the opinion that a considerable shortage exists. As already stated, this shortage has been estimated at 5,600.

# MEMORANDUM REFERRING TO REGULATION OF WAGES IN THE UNITED KINGDOM BY SLIDING SCALE BASED ON COST OF LIVING INDEX NUMBER AS REPORTED BY THE UNITED KINGDOM MINISTRY OF LABOUR.

The executives of the unions affiliated to the National Federation of Building Trades Operatives met in London on the 2nd March, 1921. The following statement on their proceedings was issued:—

"The report of the Wages and Conditions Council set up for the industry has been submitted to the full joint executives of the building trades unions, and they have decided to recommend acceptance of the same by the constituent bodies and members. The principle of the scheme is that on the reduction in the cost of living by a clear 6.5 points in any period of six months, a reduction in wages of a halfpenny an hour comes into operation. A fall of 13 points in the cost of living would mean a decrease in wages of a penny an hour. The halfpenny decrease automatically works from a basis of 170 points above the pre-war cost of living."

The sliding scale referred to is based on the *British Labour Gazette* cost of living index number of retail prices, rents, etc.

The proposal was submitted to the constituent unions of the Federation for their opinion on April 4th, 1921, but full returns are not yet to hand, although the general indication seems to point to the fact that the proposals will be accepted both by the master builders and the men.

If ratification takes place, the National Wages and Conditions Council will proceed to deal with all outstanding notices for alterations and conditions now pending but any decision that may give will not be effective until the first of August.

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## LIST OF DELEGATES TO THE JOINT CONFERENCE OF THE BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA AT OTTAWA, MAY 3, 1921.

### EMPLOYERS' DELEGATES

#### General:—

J. B. Carswell, Carswell Construction Company, Toronto.

Joseph M. Pigott, Pigott-Healy Co., Ltd., Hamilton.

Frank Magee, Can. Engineering and Construction Co., Hamilton.

John Putherbough, London, Ont.

George A. Crain, Ottawa.

S. E. Dinsmore, S. E. Dinsmore Co., Windsor.

J. P. Anglin, Anglin-Norcross, Ltd., Montreal.

K. D. Church, Church Ross Co., Ltd., Montreal.

F. W. Dakin, Newton-Dakin Co., Ltd., Sherbrooke.

Thos. Sharpe, Winnipeg.

William Wilson, Wilson & Wilson, Regina.

E. Long, Smith Bros. & Wilson, Regina.

E. E. Poole, Poole Construction Co., Regina. Charles Batson, Pheasey & Batson, Edmonton.

George E. Hughes, Calgary.

F. T. King, Hodgson, King & Marble, Vancouver.

J. Tucker, Dominion Construction Co., Vancouver.

Ambrose Wheeler, Moncton, N. B.

A. A. McDonald, A. A. McDonald Construction Co. Ltd., Halifax.

W. G. Foley, Halifax.

#### Electrical:—

K. A. McIntyre, Beattie, McIntyre, Ltd., Toronto.

#### Piling:—

Norris E. Gibb, Sarnia, Ont.

#### Paint Manufacturers:—

John Grieve, Dominion Paint Works, Ltd., Montreal.

*Painting:*—

J. W. Morley, Winnipeg.

*Plumbing:*—

E. G. Brousseau, Brousseau & Frere, Quebec.  
W. J. Crawford, St. John, N. B.

*Mill Men:*—

J. A. Wilson, Badford-Wright-Wilson Co.  
Ltd., Winnipeg.

*Plastering:*—

George Gander, Toronto.

*Structural Steel:*—

E. S. Mattice, Dominion Bridge Co., Ltd.,  
Montreal.

*Supplies:*—

J. A. Marion, Couture & Marion, Brick  
Mfgs., St. Boniface.  
George E. Whitlock, Whitlock-Marlott Co.,  
Moose Jaw.  
George J. Rogers, Rogers Hardware Co.,  
Charlottetown.

### EMPLOYEES' DELEGATES

*Bricklayers, Masons and Plasterers:*—

Tom Izzard, Vice President, Toronto.  
S. J. Nott, Secretary, Local Branch and  
Trades Council, Halifax.  
H. Olive, Secretary, Local Branch No. 4,  
Montreal.

*Bricklayers, Masons and Plasterers:*—

J. Winning, Secretary, Building Trades  
Council, Winnipeg.  
Walter Dibbs, President, Building Trades  
Council, Saskatoon.

*Journeymen Stone Cutters Association of  
North America:*—

Tom Wood, Executive Board Member,  
Toronto.  
A. Farmile, Edmonton.

*United Brotherhood of Carpenters and Joiners  
of America:*—

A. Martel, Executive Board Member, Mon-  
treal.  
O. Fleury, Secretary, Local Board, Quebec.  
Tom Moore, Ottawa.

John Doggett, Secretary, Building Trades  
Council and Joint Industrial Council,  
Toronto.

Jas. Marsh, General Organizer, Niagara  
Falls.

*International Brotherhood of Electrical Work-  
ers:*—

E. Ingles, Vice-President, London.  
H. C. Lawton, St. John, N. B.  
G. F. McFarland, Regina.  
D. Moore, Windsor.

*International Union Steam and Operating  
Engineers:*—

Frank Healy, General Organizer, Niagara  
Falls.  
Chas. Lewis, Business Agent, Ottawa.

*United Association of Plumbers and Steam  
Fitters:*—

J. W. Bruce, General Organizer, Toronto.  
Fred Welsh, Secretary, Building Trades  
Council, Vancouver.  
R. J. Blais, Business Agent, Montreal.  
Alex. Bonner, Hamilton.

*Amalgamated Sheet Metal Workers Inter-  
national Alliance:*—

J. H. Kennedy, General Organizer, Toronto.  
A. J. Crawford, Vice-President, Vancouver.

*Brotherhood of Painters, Decorators and  
Paperhangers:*—

J. Hunter, Vice-President, Niagara Falls.  
E. H. Reeves, Business Agent, Toronto.  
E. Pelletier, Business Agent, Montreal.

*International Hod Carriers, Building and Com-  
mon Labourers:*—

M. Ryan, General Organizer, Ottawa.

*International Union Wood, Wire and Metal  
Lathers:*—

A. P. Gaudet, Secretary, Building Trades  
Council, Moncton.

*United Brotherhood of Carpenters and Joiners  
of America:*—

Ben Simmons, Victoria, B. C.

*Operative Plasterers and Cement Finishers:*—

W. Hamilton, Toronto.

# CANADA

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## JOINT CONFERENCE

OF THE

### BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA

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#### OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSIONS

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#### FIRST DAY

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Senate Railway Committee Room, Ottawa.

Tuesday, May 3, 1921.

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The Minister of Labour presides.

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Mr. E. McG. Quirk, appointed Vice-Chairman.

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, appointed Secretary.

Addresses by Mr. Tom Moore and Mr. J. P. Anglin.

##### List of Committees.

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Unemployment—Address by Mr. Bryce M. Stewart.

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Costs and Production—Addresses by Messrs. J. B. Carswell and J. Winning.

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Addresses by Messrs. Frank Magee, Fred. Welsh and J. P. Anglin.

#### MORNING SESSION

##### Address of Minister of Labour

The Conference met at 9.30 a.m., Hon. Gideon D. Robertson, Minister of Labour, in the Chair.

The CHAIRMAN: As a preliminary to the opening of the Conference may I be permitted to say a few words? First, I wish to extend to you a hearty welcome and to express the appreciation of the Department of Labour, and indeed of the Government, that the employees and workmen of the building trades have seen fit to take the time to make the suggestion to the Government to hold a Conference such as this.

I regret to have to announce that the Prime Minister, whom you were kind enough to invite to say a word to you this morning, is not able to come. As you know, Parliament is sitting. It is hoped to bring the Session to a close by the end of this month, if possible, for reasons with which you are all acquainted, and his time is fully occupied. He asks that you will be good enough to excuse him on this occasion under the circumstances.

This Conference is called as the result of an experiment that has been tried out by certain employers in the building industry and certain labour organizations connected with the building trades. The experiment began one year ago. By the exercise of a good deal of patience on the part of both employers and labour organizations, you made a firm determination to give the experiment a fair trial and to endeavour to work together more closely

and harmoniously and to make conference instead of conflict your watchword. You have arrived at a point where you have decided, in a general conference composed of representatives of both employers and workmen to come to a common understanding. You have reached the conclusion that it would be advisable to have a meeting such as this for the purpose of having a free and frank discussion of the problems arising in the building industry, and, I assume, to extend the scope of its activities in certain parts of Canada. With that motive the Department of Labour is in hearty accord. It is desirous of giving every possible aid in carrying out the work that you have undertaken, believing that it is in the best interest of industry itself, and those engaged in it, both employers and workmen, and also conducive to the best interests of the country and of society generally.

There probably has been no time in the history of Canada when the building industries were of more importance to all the people, individually and collectively, than at the present moment. For several years past the building industry has not been going on at the pace it should have maintained and would have maintained if it had not been for the interruption caused by the war. Now that the war is over, other difficulties have arisen tending to retard the progress of this most important industry, and it has an effect either directly or indirectly on every citizen of the country—directly upon the workmen who are waiting for employment, directly on the employers who are engaged in construction work, directly upon the industries that would, if building were going on, be occupied in providing material, directly upon many people who are unable to obtain comfortable homes under present conditions, and indirectly on almost everyone, because of the present situation with regard to rent. Therefore it is a subject of vital importance to all and directly interests a very substantial number of our population.

The Department of Labour received a joint request from the employers and the workmen's organizations to hold a conference; a basis of discussion was agreed upon; and finally a committee, equally representative of both sides, was delegated to prepare an agenda, which has been done, and the Department has distributed copies of the agenda to all who are interested in the Conference. I want to make it clear to all that the idea of holding this conference has not originated with the Department. It originated with representatives of employers and workmen's organizations, and the agenda has been prepared by a joint committee representing both interests taking part in this Conference, and is not one that is imposed on you by the Department of Labour. I hope that all of you gentlemen will feel that this is your Conference and that the Department and the officers of the Depart-

ment who are here present have only one desire, namely, to help to promote harmonious relations between the employers and the workmen in the building industry, and to do everything they can, by advice and by the information that the Department is able to furnish, to promote the success of this Conference.

The agenda deals with several subjects, and the Department has attempted to gather together information that it thought might be useful to you on several of the subjects that are to be under consideration. The Department has prepared information bearing on the present position of the building industry, and charts have been drawn up dealing with the volume of construction, the volume of employment in the trade since 1916, wages, hours of labour in the building trades, costs of living, etc. These are the main ideas that the officers of the Department have acted on, and they will be prepared to give you the fullest possible information that they possess to enable you to see as well with the eye as with the mind's eye just what the situation is, and we hope the information furnished will be useful to you and aid you in arriving at a conclusion. Perhaps I might appropriately and very briefly—because these are beautiful days and I know you are all anxious to get out on the job—take a few minutes of your time in speaking on the subject which will be submitted for your consideration while you are here.

There is a great shortage of houses. That I am sure is an admitted fact. Most of us—I speak of those who are interested in houses, those who have to rent houses—know that rents are high. In fact, looking at the tables which the Department will submit later on, I think you will find that the one thing that has not decreased at all—in fact, has continued to rise—is the item of rent, and that necessarily brings to our attention the fact that there must be something wrong. Otherwise that one item of cost of living would not continue to ascend while everything else is on the down grade. Therefore workmen engaged in the building industries are directly interested in the matter in two ways—as those who have to pay rent or those who are house owners, and also as workmen engaged in the industries. I am sure the representatives of the workmen here assembled will feel the dual responsibility of exercising their best judgment as representatives of the workmen engaged in the industries and at the same time as representatives of Labour in trying to mollify the difficulties which workmen generally have at the present time in obtaining housing accommodation at reasonable rental.

May I point out also—you are doubtless more familiar with the matter than I am; but it does occur to me on this beautiful spring morning, and with the season commencing a month earlier than usual, that it is unfortunate that building construction cannot be in progress as it has been at this season of the year

in the past, when it is possible to carry it on effectively. I may be entirely mistaken in this, but it has often occurred to me that if conditions could be established and agreements made in the building industry at an earlier date than is common, it would be helpful to the employers as well as to the workmen. It would help the employer particularly in tendering on contracts, because they would know what their labour costs would be. If these agreements could be made earlier in the season it might stimulate the building industry and prolong the period of work, enabling the workman to do more in a year than he has done in the past. It would give him a longer period for work. That may be an entirely amateur view; if it is, forget it; if it is not, I suggest that it is worth while considering it carefully.

The question of apprenticeship, has, I think, been discussed by your committee on arrangements and that subject is going to receive consideration at the hands of the Conference. Most of you are better fitted to express an opinion on the subject and to reach a conclusion than I am. Therefore I make no suggestions on that subject.

It is very gratifying to me to know the interest that has been taken in the subject of technical education by both workers and employers in Canada. It is very commendable that both employers and Labour organizations should take such a deep interest in this important subject. We are all, probably, more or less prone to think of the things of the present and of our own immediate interests, rather than to look ahead to the welfare of the rising generation and of the country as it will be brought about by the progress in intelligence of the children of today as they become the men and women of tomorrow. For two years past the Manufacturers' Association as well as all Labour unions have taken a deep interest in the question of vocational training and technical education. Two years ago the Federal Government passed legislation for the purpose of aiding and encouraging technical education in Canada, and appropriated for the purpose of inaugurating the system the sum of \$1,000,000 a year extending over ten years at least, and establishing the position of director of technical education. That is now a branch of the Department of Labour and is under the management of Professor Gill, who has already accomplished a good deal of work and has become very familiar with the needs of this branch of the public service throughout Canada and in the various provinces as he sees them to exist. The question of apprenticeship is more or less closely allied with the question of education, and it may be that you will be interested in hearing Professor Gill on the subject and asking him questions on this rather important matter. He will be present at any time that the Conference may desire to hear him.

You are also going to discuss the question of costs and production. I assume the gentlemen representing the employers here will have very accurate and personal knowledge on this subject. I assume also that the workmen's re-

presentatives will feel that they are quite as fully interested in the question of wages as they are in the question of the cost of production. A few years ago it was my duty to do the best I could to represent the interests of certain men employed on our railways. We were prone to take the view that it was really immaterial to the individual employee whether a railway company paid dividends or not, or whether the dividends were reduced or not, because we felt that our wages should be the same whether the company was in a flourishing condition or not. We are today rather alive to the fact that the time is coming when the cost of running the railways will be of vital importance to everybody, and will be such that in order to obtain a revenue that will enable the undertaking to carry itself the rates will become so high as to be prohibitory. I assume that will occur in the building industry as well as in other industries if the cost of production becomes so high that people will not build and factories and institutions will not be constructed, when architects will not plan or contractors tender, and the plans of architects will be kept in pigeon-holes to the detriment of both employers and workmen. When we realize that today there are ten per cent less men employed in the building industry in Canada than were employed on the 17th of January, 1920, I think we might well raise that question and consider what is the cause and whether or not the cost of construction has any bearing on the subject.

You will perhaps discuss briefly the conditions of employment generally throughout Canada, and I may be pardoned for attempting to give you information on that subject. We have in the Department of Labour a Bureau of Employment, which was organized immediately after the Armistice, to co-operate with the provincial governments. It has worked very well and has long since passed the experimental stage and is serving a very useful purpose. The information we receive with respect to the unemployment situation today is not very encouraging.

I might say here that the Department has reason to express appreciation of the co-operation that employers generally have given us in sending us regular weekly returns which are necessary in preparing information for the public. We have asked for these returns in order that we might be enabled to supply the information wherever it was needed.

There are approximately seven thousand employers who employ more than twenty-five workmen each. We do not get returns from all of them, but receive them from a substantial number. The last returns were from 5,102 employers in Canada, who have been good enough to take an interest in the situation generally, and we find that there were in that week 98,858 less workmen engaged in our industries in Canada of all sorts than on the 17th of January, 1920, a season of the year when we regard our labour situation as being at its lowest point.

Think of it: on the 1st of May, 1921, we have approximately 100,000 less workmen employed

in Canada than were employed on the 20th of January, 1920, and that gives one an idea of the situation which prevails throughout the country to-day. One immediately asks himself, why does that occur? Well, gentlemen, in my opinion it occurs from a variety of reasons one is that the demand outside of Canada for Canadian goods is greatly curtailed: first, because of the inability of European countries to buy what they have been accustomed to buy from us in previous years; and, in the second place, the exchange situation is so bad that they are not buying anything they can possibly do without. That has a very serious effect in reducing the sale of our Canadian manufactures of all sorts; and when we saw the unemployment situation becoming acute about the first of this year, or a little before, employers generally throughout Canada through the medium of the Canadian Manufacturers' Association did everything they could to maintain as large a number of workmen in their employ as possible. The Association memorialized their members on the subject, and a general response was made. Those who could not carry on their industries with full force retained as many men as possible on short time, so that as many as possible could get employment instead of giving some men steady work while others had nothing to do.

It was hoped that with the opening of spring business would revive and the goods that they continued to manufacture during the winter and were piling up on their shelves would be disposed of in the spring; but they have not been able to get them off their shelves yet, with the result that in the spring, when business should revive, many of our manufacturers find themselves with their warehouses filled with manufactured goods that they are unable to dispose of, and their credits are necessarily reduced and they are obliged to curtail production at a time when they would naturally expect their business to be most prosperous. That situation will probably not continue long, but these are some of the reasons that have contributed to this unprecedented unemployment situation.

There is another point which I think will be of interest to the representatives of labour—the adverse exchange situation in many countries as compared with our own. We know what our own is as compared with the United States; but foreign countries, Germany for example, are in a very much worse position. The German mark is worth only 1.6 cent and the German workman who is paid in marks receives about 40 cents a day in our money for his labour. The products of German factories are put in competition with the products of your labour; and, notwithstanding the existing tariff, because of the tremendously low exchange on German money, German goods are actually being poured into Canada at ruinous prices so far as Canadian manufacturers are concerned. The Government of Canada has for some time been considering ways and means whereby, not only for the protection of our own industries in Canada, but in the interest of our workmen, we can be

safeguarded as far as possible under such abnormal circumstances. To give an illustration: in the lithographic business the minimum wage in Canada is about \$6 a day. Men engaged in the same industry in Germany—and the rate is very slightly higher in Japan—get 40 cents in our money, and they are selling their products below the actual cost of production here.

Our workmen, as well as our manufacturers, know what difficulties such a condition of affairs entails. So there are numerous causes for this unprecedented situation in Canada. Now, it has been the practice, born of necessity, for our manufacturers and our wholesalers to write down values, or, as we say, to cut down inventories, on the goods on hand to the extent that in many cases the profits made while prices were ascending have been largely wiped out by the necessity of bringing prices down to where the goods could be sold. There has been a shrinkage in values, and manufacturers are prone to think, because they have been forced to suffer that loss and write off so large a percentage in the value of goods, and instead of deriving a profit from their business are forced to sell at prices substantially below cost, that the employees ought to co-operate with them by making some sacrifice also. Therefore, at this time, with the cost of living decreasing to some extent, the owners of goods having had to curtail values and accept lower prices, and the workmen feeling that they would like to maintain the rates of wages they established last year, it becomes a question as to where the happy medium lies, and I hope that both will, so far as they can, do what is possible and reasonable, and take a just view of the matter. Therefore at this Conference I expect that that question will be discussed and that every man will forget self as far as possible, and forget his particular employment and particular need, and view the subject from the broadest possible standpoint with a view to reaching a solution in the interest of all.

In regard to the conditions of employment and the increase of unemployment, the net decrease in employment since October 23rd last, as furnished by 5,102 employers employing over 25 men each, totalled 154,993. These 5,102 employers represent, however, about two-thirds of the employers in Canada; so that it is a conservative estimate to state that about 200,000 workmen employed on October 23rd last, which was almost the opening of winter, do not now have employment. It is true that workmen from foreign countries, who were here last year and the preceding year, have in thousands of instances gone to their native lands; so 200,000 does not actually represent the number out of employment, but it shows approximately the shrinkage. The increase of unemployment that has occurred in connection with manufacturing lines of all sorts has been 69,700. There has been a little over 13 per cent in the mining industry; in the lumbering industry 49 per cent, notwithstanding the fact that we are coming to a season when the lumber trade is usually active; and the number in

construction work has decreased by 13.6 per cent. In the building construction industry, on January 17th, 1920, there were 10,811 workmen employed, as reported by 239 construction firms. Those same 239 firms, on April 2nd, 1921, were employing 9,971 men, 10 per cent below what was regarded as the minimum number employed in the middle of the winter.

Those facts, I think, will convey to you the idea that comes to my mind that there is stagnation in the building construction industry at the present time. We ask ourselves what can we do to assist you in trying to break that deadlock and in stimulating the industry for the benefit of all concerned.

There are two other subjects which I shall not attempt to deal with today at any length which I understand will come before you: one relates to unemployment insurance and the other to Industrial Councils. These two subjects will come up at the proper time. A memorandum on the subject of unemployment insurance, has been prepared in the Department of Labour, giving detailed information concerning this matter as worked out in other countries, and we are hoping before the end of this year to arrive at some conclusion as to what policy should be adopted as applicable to our conditions in Canada.

There is another subject on which I might say a word, one which I assume you will think of, and that is the cost of living. As on other subjects, there are different views concerning the increase or the decrease of the cost of living, and I am just going to lay before you briefly the facts as they appear from the records in the Department, which records are as accurate as it is possible to make them. The figures I am going to quote I do not wish to have regarded as an expression of opinion as to what ought to be done in the matter. I merely want to show what the actual fluctuations have been and what the situation is today.

With reference to wholesale prices, the table shows the fluctuations in a tabulated form on 262 articles. The figures, however, do not represent what might be regarded as the items entering into the family budget, and therefore may not be as interesting as the retail prices would be. The index number in March, 1914, to our 262 articles on which wholesale prices are given was 137. In March, 1920, it was 349, an increase of 155 per cent. In March, 1921, it was 263, or 92 per cent above the 1914 level. In March, 1920, it is to be noted the maximum wholesale prices were reached. Retail prices reached their maximum in July, 1920. The reason for this is obvious. The retailers desired to dispose of their goods at a profit, and therefore the prices reached their highest point four months later than the wholesale prices. The tabulated prices give the fluctuation in the wholesale figures.

The Department make also a calculation of what is called the family budget—the cost of articles necessary to feeding and maintaining a family of five persons—man and wife and three children. While the figures as shown in this table are very often regarded as minimum

figures, it must be remembered that this is not the case—that they are the average cost of maintaining a family of five. The items shown represent three main articles: food—all food necessary to maintain the family—fuel, and rent. The best authorities that have gone into the question of the other articles that go to make up the family budget, such as boots and shoes, clothing, etc., which are not included in these three items, estimate the percentage at 35 per cent. Therefore these three items to which I have referred constitute 65 per cent of the total cost of maintaining a family. The reason why the Labour Department did not keep track of clothing, etc., is because it is utterly impossible to get figures on the same grades of goods from month to month and from year to year, and there are so many kinds and qualities of boots and shoes, clothing, etc., that it is found that the figures when obtained are not reliable; therefore the Department has confined itself to dealing with those prices which they feel can be regarded as fairly accurate. In 1914, food, fuel, and rent for the average family of five cost \$14.36. In March, 1920, those same articles cost \$24.97, an increase of 74 per cent. In July, 1920, as I mentioned a moment ago, the retail prices reached their summit, those articles then cost \$28.86 or 85 per cent above the 1914 level. In July, 1920, prices of foods began to fall, but there was no decrease in rents. In fact, rents have continued steadily to advance, and for March, 1921, the cost of these three items was \$23.88, or 66 per cent over the 1914 level.

With regard to wages, the Department has prepared a pamphlet showing wages in different industries, and in the building trades have subdivided these into different branches. I find in the building trades the wage rate—taking the figures for 1913 as a basis at 100 per cent—in 1914, ran to 100.8 per cent. On that basis the wages for the building trades in 1920, were 180.9 per cent, an increase of 80.1 per cent. I am not going for a moment to suggest that wages have advanced more than they ought, or that the cost of living is today out of proportion to the wages paid. That is not for me to say; that is something for you to agree upon. I have merely given you the bare facts as they exist and as they are taken from the records of the Department. We are prepared to justify our records and to show to any inquirer that they are carefully and accurately compiled.

I might say in passing that during the last couple of weeks a question has arisen as to the correctness of our figures on the cost of living. We are attacked by certain employers' organizations in Western Canada on the ground that our figures are entirely too high. Up to a few months ago we depended entirely upon ourselves for the gathering of this information; but recently the Dominion Bureau of Statistics, which is under the jurisdiction of the Department of Trade and Commerce, has launched out in this direction and has gathered cost of living statistics from even a wider field than that in which the Department of Labour has been working, and we have taken into consider-

ation therefore the results of their investigation. We are now receiving complaints from the Manufacturers' Association against the figures compiled by the Department of Trade and Commerce, so the criticism cannot be confined to the figures published by the Department of Labour.

Perhaps I have taken up too much of your time already. Again I say, as Minister of the Department and on behalf of the officers of the Department, that we welcome you here heartily and express our appreciation of the interest the representatives of the employers and of Labour are taking in this important subject. Anything we can do to assist you during your deliberation or after you leave here will be our pleasure.

The question of establishing Joint Industrial Councils is one which I have not dwelt upon, but, it is with one with which you have experimented, and I am sure that during the discussions here you will be able to arrive at conclusions.

The Committee that arranged the agenda were kind enough to suggest that I should act as chairman of the Conference. I shall be happy to spend as much time as possible with you; but today I must attend a meeting of the Privy Council, and the Senate meets this afternoon, and I shall have to be there for a time. It may be that from time to time I shall be obliged to go out for various business reasons; therefore, I suggest at this time, before we proceed any further, that the Conference nominate someone to act as vice-chairman when I have to be away. Before I vacate the chair, you might perhaps dispose of that item now.

#### Election of Vice-Chairman

MR. J. P. ANGLIN, (Montreal): I would suggest, Mr. Chairman, that you name the vice-chairman yourself.

MR. TOM MOORE, (Ottawa): I would second that suggestion.

THE CHAIRMAN: Governments are sometimes charged with passing the buck. It is unnecessary for me to say that Governments are not the only experts in that line. If through your kindness this duty is left to me, it occurs to me, inasmuch as the Joint Conference Board representing the employers and the workmen that are parties to that agreement, some months ago asked the Department to name someone to act as convener and chairman of that Board meeting, that it will be apparent that the officer of the Department who attended those meetings and is familiar with the work would be the proper officer to name as vice-chairman during my absence. Therefore, if there is no objection, I nominate Mr. E. McG. Quirk as chairman.

The suggestion was adopted.

#### Election of Secretary of Conference

THE CHAIRMAN: For the purpose of carrying on our business properly it is considered desirable that, in addition to the employment of the reporters to prepare the official report, we should have a secretary.

MR. MOORE: I do not know that it is necessary, but there may be times when a secretary would be needed, and I would suggest that Mr. Gerald H. Brown, Assistant Deputy Minister, who has been charged with the compilation of most of the material furnished to us, should act as secretary on this occasion.

MR. J. P. ANGLIN, (Montreal): I have great pleasure in seconding the request.

THE CHAIRMAN: I take pleasure in putting that motion, because I assume that means that the great amount of work that Mr. Brown did so satisfactorily in our Industrial Conference in 1919 has not been forgotten by the gentlemen here who were at that Conference, and therefore the position goes properly to Mr. Brown.

Mr. Brown was appointed secretary accordingly.

THE CHAIRMAN: I think the Committee who have the arrangements for this meeting in charge, known as the General Committee, have thought it desirable that some remarks should be made at the opening by the President of the Employees' Association—I call it that for want of a better name—by Mr. Moore, head of the delegation representing the workmen. It was conveyed to me, just before we opened this session, that it was the will of the General Committee that Mr. Moore should be called on first, so I assume that is the will of the Committee, and I would therefore call on Mr. Moore to make such general remarks as he may desire.

#### Address of Mr. Tom Moore

MR. TOM MOORE, (Ottawa): Mr. Chairman and gentlemen of the Conference, the reason why it was decided to call on the representative of the workers' delegation first was rather a haphazard one. It arose in the Industrial Conference of eighteen months ago. In the arrangement by the committee on that occasion it was decided that the employers' and the workers' representatives should freely intermingle. However, when the Conference took place it was found that such an arrangement would not work out: the oil came to the top and the water dropped to the bottom; and it finally ended by having the representatives of the employers sit on one side and the representatives of the workers on the other side of the room. It was thought there was some advantage in an arrangement of that kind, inasmuch as the various groups of members might want to hold a consultation with each other on some points as questions arose in the discussion. The parliamentary custom is to have the Government on the right side of the House and the Opposition on the left. In the case of the present Conference, the question arose which was the representation to sit on the right side of the chair; so we left it to Providence to decide by tossing a coin, and the decision was that we were right and are to be on this side of the House. This arrangement apparently carried with it the duty of making the first break in this Conference, after the opening by the Chairman, on this side of the

House. I do not know that there is very much advantage in that. Personally, I always feel it easier to follow someone else; in other words, it is easier to criticise than to construct, and much easier to work ground that has been ploughed than to break new ground. However, having been a carpenter from very early days, always having been employed as such until I became a general officer of the Labour organization, I learned that it was my place to do as I was told. Therefore, when it was decided that the workers should open the Conference and I was the one selected, I simply undertook the duty and will do the best I can to express, not particularly my own personal views, but, if it is possible for me to do it, to express what I believe are the desires of the men who sit on this side of the House at the present time, and—a little broader thought—to endeavour to offer some remarks which may meet with general approval, though I cannot undertake to express the sentiments of those on the other side. That will be for them to do.

I think, however, we are all agreed that this Conference is a tribute to the esteem in which the Minister of Labour is held throughout the Dominion of Canada, not only by the workers from whose ranks he has sprung, but also by the employers of this country, when under his guidance a conference can be arranged to which employers and employees are invited. And I am told that the experience of the secretary on the employers' side has been similar to ours, and that is that, with minor exceptions, practically all who have been invited have been interested enough to accept the invitation to come to the Conference. When, therefore, we find that employers and workers alike are satisfied with the impartiality and fairness of the present incumbent of that responsible position, the Minister of the Department of Labour, it should give at least some little inspiration to feel that even in a position of that kind, criticised as it is by both parties for its actions, there is at least one man in the country in whom we all have confidence, as shown on this particular occasion.

During the term of office of the Minister of Labour much has been done towards forwarding and propagating the idea of a joint council of conciliation and arbitration. Perhaps one of the first outstanding factors in that respect was the establishment of the Commission on Industrial Relations of 1919, a commission which traversed the entire Dominion of Canada, hearing at first hand the representations made by employers and by workers, and bringing together people of all classes to discuss their relationship to industry. That Commission travelled throughout the country at a time when there was great excitement and industrial unrest. Its report was finally furnished to the Department and has been published, and from that day forth there has been no successful challenge, no evidence by anybody submitted—I do not mean in the individual sense—but no body of men has yet shown that the findings of that Industrial Commission did not crystallize the best thought as

to the remedies to be applied to our industrial ills and grievances.

In September, 1919, the Minister of Labour began to enlarge upon the policy of bringing together workers and employers in council, and we had the National Industrial Conference, to which 75 workers and 75 employers, with a third group, were invited, and all were in attendance. The basis of that Conference was the report of the Industrial Commission; and, after a full discussion occupying almost an entire week, although there was not unanimous agreement on all points, yet the Conference showed it possible for the employers and the workers to discuss matters on which there were divergences of opinion, and yet disperse agreed on certain points. Those points briefly were that it is better to have conference than to have conflict—that grievances can be better adjusted by arbitration than by the use of force; that moral force is superior to physical force; that the policy of further applying the principle of democracy to industry was advisable, though there were disagreements as to the degree to which that might take place. Though there were differences of opinion expressed as to the foundation of general industrial councils, yet it was generally agreed in principle that the workers should have some form of meeting together and taking part with their employers in the discussion of matters affecting their industry.

The results of that Conference were the voluntary effort to which the Chairman referred for the development of industrial conferences. It was at the suggestion of the Building and Construction Industry Executive that the first council meeting was held. Suggestions were made by representatives of Labour and of the Employers' Association that both sides should get together—the responsible heads of the building industry—and discuss their problems together. I myself, though a carpenter and not holding an executive position in any of the building trades' organizations, undertook the pleasurable duty of communicating with the various building trades' organizations. They all replied without exception that they would be very glad to allow their general representatives at the cost of their organizations to take part in any such meeting at any time. The outcome was that a conference was arranged in Hamilton. That was a year ago, on the 16th of May. At this conference all the Union workers, from the Atlantic to the Pacific, had representatives present. The employers' associations also were well and equally represented. Certain declarations were made on that occasion relative to the harmonious working of the building industry. They however emphasized the fact that a conference of that kind voluntarily convened could assume no power over the membership of either of its component parts. Its declarations could be only educative and could only be accepted as the opinions of those who took part in them, believing sincerely in the declarations made, and according to the amount of influence they could use when they returned to their respective localities and their respective

branch associations. At that joint meeting a committee was appointed, composed of employers' and workers' representatives. I do not know what credit should be given to either group more than to the other for the sacrifices that they made. They have met quarterly in an attempt to deal with the general problems that have arisen from time to time in carrying on the policy of furthering conciliation and negotiation.

The employers have undoubtedly sacrificed much time that could have been profitably applied to their own business. They were men of outstanding prominence in the construction industries of the Dominion. Anyone who knows anything of the competitive side of industry must appreciate fully what it means for an employer to absent himself from his business without any thought of reward or personal advantage, but rather placing himself in a position of neglecting something in this keen competitive market which might have been of value to himself, absenting himself for one or two days to discuss questions for the common good. On the other hand, the workers' representatives are not wealthy and are not able, or justified from the small payments of their members known as dues, to waste money. Therefore, their coming to a conference of this kind has meant much sacrifice; it has meant sometimes that an individual or an organization has been obliged to make a sacrifice in order to be represented at these quarterly meetings with a view, if possible, to bringing about a better understanding in the building industry itself.

This is the spirit in which the National Conference Board was formed. This is the spirit, I believe, in which the first annual meeting should be and has been brought together, and I feel myself that looking over the Dominion of Canada to-day and seeing the conditions which exist, every man here realizes that we are in a crucial position at the present time. There can be no doubt in any man's mind that one of the testing times has come. The conferences to which I have referred were held during the time of the upward market, when profits were a little easier to obtain than they are to-day.

I have seen in the press a remark attributed to a Mr. Gidden in the United States, that from Mexico to Canada, from East to West, there is a spirit abroad for doing away with all this fool stuff of councils and so on and returning to the good old time when every man could run his business as he thought proper and never mind those meetings. I do not know whether his remark was correctly reported; but I do feel this Conference has a responsibility to demonstrate to the Dominion of Canada whether such a statement is correct.

It almost looks at a casual glance, when discussions arise about these joint councils, as if the whole edifice was crumbling before our eyes. I do not believe it is crumbling. I know in all classes at all times there have been extremists on both sides: there have been reactionaries who desire to go back to the old times. Such reactionaries have always existed. There

has also been always a number, sometimes the minority, sometimes almost a majority, who have seen the advantage of mutual concession in order to bring about true progress. I am confident that within the building industry there are still a sufficient number of men who are imbued thoroughly and sincerely with the idea of progress along the lines upon which we have started as an experiment, as the Chairman rightly said—that these meetings shall be continued and must be continued if we are not to go back to the law of the jungle.

I am fully aware of the fact that, as I have already remarked, profits are not as easily obtained to-day as they were in the past. In fact, I believe the declaration made by the employers that in their estimation the time has arrived when perhaps the whole success and continuance of their industry requires that something drastic should be done is true; but I also point out that it is not a question with the workers whether what we have will be lost, but in many cases it is a question that everything they possess has been already taken from them, and their very existence depends on the charity dole that is handed out to them and what they receive on the bread-line. The man who in other years through careful saving was enabled to build up for himself a little saving and invested it in a home or in the equity of a home—in anticipation of the declaration made by the Department of Labour in July, 1918, that every man in Canada would be in a way to provide himself with the necessities of life and provide for the education of his family and to lay up a surplus for his old age—now finds himself, through no fault of his own, with a world-wide stagnation of industry facing him, in a time when work has been denied to him and when he is unable to procure the necessities of living. Many have been obliged to sacrifice their savings, others have seen their homes taken from them by mortgagees and loan companies. One after another has lost in the same manner until the last but not the least by any means has gone: his own independence has to be sacrificed by the enforced acceptance of charity and his appearance on the bread-line. This is the condition which faces the worker to-day. Some have piled up a little debt with the expectation that the coming of the spring would bring employment which would enable them to pay it off and to provide something to keep them during the next winter. With this condition facing them in too many cases within the Dominion, the workers feel that the declarations of our National Conference Board and of our Government were so many pious wishes that arbitration would bring about a revival of conditions, if it was essential, in order to improve conditions, that there should be a reduction of wages, taking away from the worker the last hope he had that wages would be high enough to enable him to live. He is faced in many parts of the Dominion with that condition to-day, and it would be well if the leader of the employers could make plain to the country their desire that, notwithstanding the exceptional circumstances existing in many cities throughout Canada so far as industrial relations are con-

cerned, there shall be conciliation and arbitration, and that this shall be the policy adopted in every centre throughout the Dominion. That is our declaration, and I would ask, in order to establish the confidence that should exist, that when the leader of the employers speaks on their behalf he can concur in that policy. It would produce a good impression throughout the country, and tend to eliminate disturbances which could be prevented by the use of the arbitration machinery provided by the Government.

Some reference has been made by the Chairman to the items on the agenda. I do not intend myself to deal with them except in very brief form, because each committee in its turn will undertake that duty. I should like, however, to draw attention to Item 1, which deals with the question of the shortage of homes and commercial and public buildings which the community needs. I see in that item in the agenda something a little deeper than indicating that the wages that the workers might draw or the profits the employer might make will be reduced. I see in that something which strikes at the very root of our national life, that is, the provision of a home for every worker, if it is possible to provide one, the necessary school accommodation, so that the child of every citizen of this country may receive an education which will fit him to meet the competition of every country throughout the world. I see in it a menace to civilization if not solved, because without the provision of the machinery for education, civilization cannot progress. In the consideration of that item I agree entirely with the Chairman that we should go a little further than the necessary wage rates, and consider where the possibilities may lie after the disappearance of the stagnation which exists at the present time.

I am convinced that the lack of building to-day, not only of private homes, but of public buildings, is largely the result of a mental condition. Public bodies, are afraid to speak of spending money. They may be able to raise it: we see no lack of ability to raise money for picture houses. These are going up in large numbers throughout the Dominion. This shows that the money is somewhere, but the public bodies are afraid to spend money on public buildings because there has been a feeling throughout the Dominion that the building industry is a profiteering industry between the employers and the workers, and that impression is kept up by the frequent statement that as prices have gone up prices must come down.

Mr. Shaw, speaking in Hamilton recently, said that the reduction of prices had brought about an entirely different situation to what had been anticipated—that unemployment had been brought about because people would not buy on a falling market, always believing that it would fall lower, and that if they bought a stiffening on the market would take place. I leave it to Mr. Shaw, ex-President of the Manufacturers' Association, to say whether we are doing ourselves or the country a service by instilling into the minds of people that all works should be delayed because of a falling market. We have a responsibility to ourselves in that regard. You

are undoubtedly aware of the declarations of our financial experts; I am not one who always takes too seriously all that the financial authorities tell us. They told us that the great war in Europe would last only three months, because in that time the financial resources of the world would be exhausted, yet the war lasted five years. They tell us now that the country is burdened with such a heavy war debt that it is taxing everybody to provide the money necessary to pay interest on it. We are aware that the payment of interest is not of itself productive—the cutting of coupons from bonds is producing nothing for the country. Capital demands its wages, and I am not going to complain of that at the present time: but the wages which capital demands when it presents coupons at the bank are not the mere pieces of paper handed out at the bank counter; but the wages which capital demands, represent things which every worker in the country could produce. They take bills and exchange them for food, clothing, and housing; that is the exchange.

During 1918 and 1919, as I have said, the purchasing power of the dollar was diminishing, and therefore, instead of lending to the country—patriotic though they were throughout this Dominion—money at the same rate as previously, they demanded sufficient return in the shape of dividends, that the same amount of produce will come into their hands for \$100 as in previous years. Our loans, instead of bringing 3 and  $3\frac{1}{2}$  per cent, have been floated on a basis which brings to the purchasers of bonds anywhere from 6 to 7 per cent, and in the case of mortgages 7 and  $7\frac{1}{2}$  per cent. Capitalists demand that return because of the diminished purchasing value of the dollar. The money is paid by the people of this country through the Government, and now the demand is made that the production shall be sufficient to furnish a home, food, and clothing on the basis of the value of the dollar in 1919; and because we find it difficult to do what it is proposed that we shall double the amount of production and bring the prices down to the level of 1914. Can you imagine such a solution—giving a man a pair of shoes in 1919 for the interest on \$200, and demanding only the interest on \$100 for that pair of shoes to-day? And so it is when it comes to buildings or anything else. These loans are floated for long periods, twenty up to thirty years, at high rates of interest. Every reduction that takes place in the cost of commodities means not only that the worker and the employer, but every one concerned will have to meet those debts by production. I say it behoves us not to look so much at whether it is possible to exercise economy at the present time and reduce wages, but to see how we can conserve our energies so that we can find enough in our pay envelopes to meet rent and the cost of food, clothing, and every other necessary of life. A reduction of the wages of the earner would simply bring about an accentuation of the difficulties of our present position.

I find the declaration made in this morning's paper—and it is not local, but general throughout the country—that the worker will be

allowed to work a little longer than he did previously, thus tacitly recognizing that the country demands that the rate of wages shall not be lower. In order to prevent the lowering of weekly wages, they suggest that we should increase the hours of labour and thus increase production. Our Chairman has told us to-day—and I believe he is correct—that the market for that production is limited—that the exchange rates in foreign countries are such that they prohibit the free buying of our products. Our prosperity depends on our home markets and our home markets depend on the wages the workers receive. In 1910 the value of the wage-envelope dollar was about one-tenth the value of the product to be purchased: to-day it is one-sixth the value of the product. If you reduce the amount in the pay-envelope, how are we going to bring about prosperity? How can we make it possible to increase the amount of money available or necessary to bring about the building of homes? I have said a little more than I started out to say on that subject, but the remark of the Chairman brought these thoughts to my mind.

There is one remarkable thing which I want to mention: the exchange rates are slightly improving over the exchange rates of 1919. Immediately on the termination of the war the German mark, to which reference has been made, was lower than it is to-day. The same remark applies to the exchange in other countries. I know Great Britain's exchange was lower than it is to-day by many points. French exchange was lower than it is to-day; and yet we heard in 1919 from every point, whether in Government circles, in newspapers, or in public meetings in almost every nation, but one slogan—produce, produce, produce! The more you can produce the better, and you will solve our problems. The exchange rate has broadened rather than contracted our markets. Was it short-sightedness on the part of those who wanted increased production that they did not realize that production can only be successful in so far as it is connected with equitable distribution, or do they desire to bring about, or lend themselves to small groups who desire to bring about—I prefer to put it that way, because I believe there are thousands of employers who are lending themselves to a campaign, though they do not fully look into the matter, of smashing the labour organizations—a campaign to bring about the old conditions of every man conducting his own business as he pleases. I do not believe that more than a small part of the employers who are aiding the policies laid down by that small group really understand what they are doing. However, it does not alter the situation whether they understand it or not: it is a question whether the policy of increased production so emphasized a few months ago is a right policy or not. If it is right, it is essential to continue that policy, and our industries should immediately start up and men will be allowed to go back to them to provide for themselves the necessities of life rather than live on charity. I leave it to you to say whether we were wrong last year when we increased production, or are wrong to-day when

we are limiting production. The result is that the workers are on the bread-lines. Two hundred thousand men are out of work. As the aggregate number employed in industry is about 800,000 this means that 25 per cent of our working population are idle, not by choice but by necessity. The sun is shining, the ground is soft for excavation, there is a demand for homes instead of men having to live with their sisters or mothers in houses divided into two apartments, or in rooming houses to the degradation of our civilization. Thousands of people are needing homes. Is that a situation which should be allowed to continue? Men who lack shelter for their heads are incapable of reasoning. Men who have been in a position of independence and find that independence taken from them may be driven into docility; but there is also a danger at all times that action may be taken by them not on reason but on the effects of the environment in which they live.

I conclude by saying that all of us on this side of the house fully realize our responsibility to-day. We realize that not only is the building industry affected, but also that the old principle involved in arbitration, negotiation, and conciliation has come to a test at this particular time. If we fail to bring it about, our failure will no doubt be taken by other groups as an indication of the tendency of the times. We will do our best on this side and I am confident that you will do you best on the other side to carry out the desire expressed by the Chairman that this Conference will accomplish the purpose for which it has been convened. There is no need to base the results merely on the geniality that may be displayed. There will be even less results from assuming the opposite attitude. At the same time, there is no room at this Conference for either hypocrisy or shirking necessary candor in speaking one to another, and I can only hope that we will all be big enough to rise a little above our own small views and take whatever is said in a right spirit as a manifestation of the candor that is necessary. Those who are willing to give blows on the labour side should be ready to receive them, and I hope the employers will be likewise. I for one am perfectly willing to take anything which comes my way, and I hope those on the other side will be willing to take what goes back because there may be decided conflict of opinions; but if we look upon it in the best light I think we will have accomplished what the Conference has set out to do.

Let me say a word about the composition of the Conference. A few parochial, narrow-minded politicians have tried to use this Conference for the purpose of interjecting into the life of Canada racial and religious controversies. I think the Conference itself is an answer sufficient to those who have so far forgotten their responsibility to our common citizenship as to make that a subject-matter of debate in the House of Commons. I think this Conference itself is an answer. I have not enquired as to the religious belief of anyone who sits on this side of the house, and much less would I think of doing so of anyone on the other side. I have

not enquired whether any of them speak either of the languages recognized in this country; but I am safe in saying that if a canvass were made we would find every province of this Dominion represented here; we would also find that the different religious denominations are represented on both sides of the house and that we are all Canadian citizens. Therefore we can say in all honesty that the answer of this Conference is that it is not provincial or local in its character, but a Conference composed of every section, race, creed and geographical locality of this great Dominion, and is therefore a Dominion conference.

THE CHAIRMAN: I am sure we have all listened with interest to the observations made by Mr. Moore. Before asking Mr. Anglin to address the gathering I wish to call attention to the fact that there is a photographer outside who wants to show to the country what manner of men you are, and he has asked the privilege of taking a photograph of the Conference in front of the building. I should like to know that the Conference wishes to say on the subject.

MR. ANGLIN: I have enquired of my confreres, and the good-looking members do not object.

MR. TOM MOORE: So long as the employers are unanimously agreed, it would be unbefitting on our side to raise any objection.

#### Address of Mr. J. P. Anglin

MR. J. P. ANGLIN, (Montreal): Mr. Chairman and gentlemen of this Joint Industrial Conference of Construction Industries, I must say that I only wish that I could express what I feel in the clear and concise manner in which Mr. Moore has expressed himself. Fortunately or unfortunately, I am not called upon to speak to gatherings of this sort, or any other sort, frequently enough to become accustomed to it. Mr. Moore in opening said that he was called upon by Providence to make the first break. I listened all though his interesting address and heard no break whatever. I presume the inference is that I am called upon to make the second break; but I assure you, gentlemen, what I have to say I say in all seriousness, and if I make any breaks they will be unintentional.

I must qualify, as Mr. Moore qualified, for my position here, and my qualification commences exactly where his qualifications commences in that I learned the carpenter trade, and it is rather interesting to me personally to feel that we both began at the same place. It makes me feel that after all we are not very far removed from each other at the present time. It is now thirty years since I completed my apprenticeship, and I am still young—young in ideas, anyway. At that time, I am free to admit, I was a member of a union in Chicago, though unions at that time were not anything like as strong as they are now. I must say in passing that if I were a worker at the building trade to-day I would certainly be a member of a Union. I respect the man who believes in his organization,

and I may say quite frankly that I do not respect the man who is a traitor to his organization, whether he be a union man or an employer. I believe in each side supporting what he believes to be the opinion of the majority with whom he works.

I should like also to add my tribute, and the tribute of those who are with me, to our worthy Chairman, the Honourable the Minister of Labour. I may say quite frankly that we have found Senator Robertson at all times ready to meet us and confer with us and help us in any way possible. I do not know of any position in Canada at the present time, outside perhaps of the position of Premier, which holds so much responsibility.

The Minister of Labour, no matter who the man may be, is one that stands between conflicting interests. He is continually being attacked and criticized by both sides, and I am sure that in spite of the criticisms which the employers at times direct towards the Minister of Labour on the one side, and the employees direct towards him on the other as representing the Department, we must all feel when we come in personal contact with him that he is endeavouring to help to solve the difficulties of the present situation to the very best of his ability, and so far as I know there is no one better qualified to do so.

Now, Mr. Chairman, I feel that while we in this conference may have come with perhaps more or less selfish interest at heart: At the same time, I am a thorough believer in true selfishness. True selfishness means to my mind the very best development of one's self, and I think I am safe in saying that no one can develop his best self unless he is rendering the best possible service to those about him. And so I feel that we, or at least the majority of us here, want to render that kind of service which will lead to a solution of some of our difficult problems for the benefit of the country at large. It has been said truly that there are two natural divisions in the human race, everyone may be classified under these divisions: those who wish to dominate and those who wish to understand. Now, I believe thoroughly that on both sides of the house we have many men wishing to understand. We would not be here in this Conference if we wished to dominate. And so I take it, Mr. Chairman, that we are here first and foremost to endeavour to understand the real situation as it lies before us. We are not here, I hope, to lay the blame on one side or the other. We each, no doubt, have considerable to account for, but on our side I feel sure—and I think I can rest assured on the other side of the house—that we do not intend to lay blame on the other side, but rather try to find a solution of the problems with which we are confronted.

What is the main object of this Conference? I have asked myself this question many times, and it is a very difficult one to answer. In simple language it is to improve conditions in our industry, because we believe that by renewed activity in construction we can do more to stabilize general business than any other simple factor can do. Wages expended in the construction industry turn over so frequently that they benefit general business to a greater extent than any other single industry. We must reduce costs in order to overcome the shortage in dwellings, which is actually causing hardships in thousands of homes because of high rents, and also because the serious demand for dwellings in many localities is preventing the development of the best citizenship. By reducing costs I do not necessarily mean a serious reduction in wages, but I do believe it is up to us to find some solution for the high cost of dwellings. By adopting measures which may tend to improve the general conditions, those whom we represent, the wage-earners and employers in the construction industries, will directly benefit. There is one thing certain to my mind, and that is that disorganized, haphazard methods of handling labour are a thing of the past. They are gone forever, or should be as far as this generation is concerned. This being certain, then what kind of organization can we evolve that will bring the best results? I simply leave that as a question.

I presume that, in its last analysis, the first desire of both sides of the house is the maintenance of a steady and adequate income. After all, the employer in the construction industries is in the peculiar position of being, shall I say, a very small stage above the employee. What is necessary in order to ensure a steady and adequate income?—because certainly high wages and no employment will get us nowhere. How can this be obtained? I believe it can be obtained by our combined effort, rendering the best possible individual as well as united service to the public. That is perhaps not clear on the surface, but by that I mean preparation. Take for example the case of an individual. You know through experience, and I am sure the employees know, that preparation is nine-tenths of the game under ordinary conditions. If an individual, or a company, or a contractor, is prepared to efficiently handle his business or perform his work, employment is forthcoming in nine cases out of ten. I am sure many of us have followed this principle consciously or unconsciously at all times. What are the requisites for such service? The first requisite is, of course, health and strength, and I think our agenda covers many things which concern health and strength. The second is a will to do our utmost. It seems to me, Mr. Chairman, that that is the quality which is so often overlooked in these days—a will to do our utmost no matter what task ahead of us may be. The third is thorough training for our job, whether

it be craftsmanship, finance, or business. Having these requisites, under present conditions we must also have a complete understanding and good-will between all engaged in our construction industries, between those who toil chiefly with muscle and those who labour with brain.

The next question ask myself—and I am sure you ask yourselves, especially at the beginning of such a Conference—is, why are we here? We are here because of the urgency of the situation, and I do not think, as we look about us at those charts and as we receive reports from various parts of the country, that a better time could have been chosen for this meeting. The Conference is the natural result of conditions which exist in this country. It is not simply the result of a request on the part of any individual, but the demand of the urgency of the situation. It was requested, we must admit, by the employers that this Conference should be held a week or two later and not at the first of May, because usually at the first of May there is more or less disturbance in the building trades. For reasons which were beyond our control, the Conference was brought forward a week or two, but I hope before the Conference is over we will realize that it was a good thing to have brought on the Conference at this particular time.

We are here also because of the general stagnation in our industry. Our Chairman has referred to it as a deadlock. If it is a deadlock, between whom does the deadlock exist? It seems to me that is, one of the questions that our committees must consider, with a view to finding out just why there is a deadlock. We know that one exists, but why does it exist? If we can answer that question we will not have met in vain. We are here at a most peculiar time, because the demand for construction in our particular industry is great and the supply small, and yet we are doing little or nothing to meet the demand. It is almost an absurd situation. Now, why does that condition exist? If by our work at this Conference we can discover the solution we shall certainly have gone a long way in the right direction. It seems to me, however, that in order to have a solution we must agree on a policy of what I would call yielding co-operation. If we are not able to agree on such a policy, we shall have failed utterly. If we approach the problem with open minds I believe we can work wonders.

The question was raised by Mr. Moore: "who are we?"—not quite in those words, but he did raise that question. Is it a presumption to answer that on both sides we are the leaders in our industry? Time will answer this question. If we cannot solve some of the serious problems which confront our industry to-day then I submit, Mr. Chairman, we do not deserve to be called the leaders in our industry. Nevertheless we have assumed that

role by a process of election and selection. You say that you are the workers. We say we toil just as hard and as long, if not longer, than you. We say we are the brains of the industry, and you say you are our equals. In reality you are the representatives of our workers, and we honour you as such in spite of the fact that most, if not all of you, are members of international unions. We might be defined as the victims of the owners, the architects, the engineers, on the one hand, and of unions and labour organizations on the other. Nevertheless our organization is composed chiefly of general contractors, trade contractors, some supply men, and a few manufacturers, all included in our industry, and it is a purely Canadian organization.

It is said by many that your organization is run from across the line. I raise this question, not by way of criticism, but more by way of suggestion. Why not a Canadian organization in labour as we have a Canadian organization of employers in the construction industry? This, I believe, in spite of the objections which may be raised to it, is more needed than ever before in Canada's history. I do not mean to suggest an organization without international affiliations, but I do mean an organization of Canadians for Canada. The Peace Treaty and the League of Nations include Canada, and Canada has backed up the stand taken by the Allies. Why should we not, as part of Canada, especially in view of the labour provisions of that Treaty, have our own organizations? You will reply that you get that through the Trades and Labour Council; but that, while it may be satisfactory so far as you are concerned, certainly does not seem to meet the situation. If such a suggestion could be carried out, many of the objections to this Conference would be answered. I believe even more co-operation would replace the opposition to unions from many parts of the country. I believe that support to the unions in our industry would be increased, and many other beneficial results would accrue which you miss at present, and which lay you open to criticism. Now, we two parties have been called here in this Conference because we represent the majority of the organizations in the building and construction industries, to confer on the questions which interest indirectly, and, I hope, for the benefit of the country as a whole.

I should like to refer also to a few of the other remarks made by Mr. Moore. He referred to the Mothers' Industrial Commission. I believe most employers have read that report, and I had the pleasure of sitting with the employees at the Industrial Conference which followed. I am not prepared to discuss that at the present time, except to say that I felt at that Conference that the construction industries were really not considered, because our situation is always different from that of the average manufacturer in this respect: the employees in the construction industry are in

most cases working outside in the open. In most cases they work on one building for a while and then transfer to another job, and the movement of labour is more frequent from job to job, from contractor to contractor, from city to city, than it is in any manufacturing line. It is therefore practically impossible for the individual building employer who is doing work on a large scale to have direct dealings with his employees, whereas the manufacturer who has his employees under one roof can deal with them and should deal with them as such. We have a peculiar industry, and the only way that an employer in our industry can deal with his workers is by some sort of general organization. It was that idea, I think, which led primarily to the suggestion that we should hold this Conference in our own industry.

There were many other points which Mr. Moore mentioned that I will not take time to refer to at present, because I understand they will all be on record and available later on for the committees and for reference. But I should like to say right here that I do not believe that the employers in the construction industry are desirous of taking advantage of the unemployment situation which exists at the present time. I think I express the opinion of the majority—in fact, I know I do—when I say that we are desirous of finding a real solution to the unemployment situation in our own and other industries. Mr. Moore mentioned that the right to work had been denied the workers in many cases. The question that arises in my mind is, by whom is that right denied? You cannot blame an individual employer if he says he has reached the limit of his resources and must let his men go. I was talking to an employer in the cotton industry the other day, and he told me that last month the products turned out by his establishment involved a loss of \$137,000 that was the actual loss in operation. They are continuing their operations in the hope that in the near future the situation will change and that the demand for goods will increase. I am sure we all desire that their hope shall be realized, because unless it is realized we shall certainly be in a sorry condition. I am of the firm opinion that the present situation in Canada is largely temporary in its nature. We are practically within reach of the bottom: Now, when one talks in that way it can only be an expression of an opinion. Others who are far better qualified than I am, especially when speaking on the economic situation, say we are not anywhere near reaching the bottom. Nevertheless, I believe we have about reached the bottom in the general situation, and that from this month on we will begin to recover.

Mr. Moore also expressed the hope that the policy of conciliation would be continued and confirmed. It seems to me that our very presence here is an answer to that suggestion on his part. If we had not wished to conciliate, if we did not wish to show you exactly

the situation as we see it and be shown the situation as you see it, we certainly would not be in this Conference to-day, and I only hope that when this Conference is finished we will on both sides of the house be able to say that the time has been well spent. Now, Mr. Chairman, I believe that until we Canadians,—because after all we are all Canadians—think a great deal more of our individual duties and obligations as citizens rather than of our much vaunted right and privileges, we will not advance as we should. I should like almost to repeat that, but I think you all understand what I mean. It seems to me we are talking too much—I mean all of us—of rights and privileges, and not thinking enough of our duties and obligations. That may sound commonplace and hackneyed, but in the present day whirl of things, especially the whirl of the last few years, I think you will agree with me that the vast majority of Canadian citizens, as well as the citizens of other countries, have been overlooking their chief obligations and duties. There is implanted in every man a certain group of heart qualities which, though sometimes lying dormant, will, if allowed expression, make him happier when serving. We must look upon our job, our business, as our greatest opportunity for service. The great danger to-day is the tendency towards carelessness and inefficiency which may lead us to lose the dignity and real value of our work or of our trade. We must put our very souls into work, as the ancient weaver did when weaving his rugs. Unless we do this our present civilization is in danger of failing utterly and of being set back many hundreds of years. God help us each and all to play the man and do our bit.

THE CHAIRMAN: I am sure we have all been deeply interested in the observations made by Mr. Moore and Mr. Anglin, and I hope that during the continuance of this Conference we may all display the same spirit of fairness and co-operation to which they have given voice. If we do so our meeting will not have been in vain.

It is not my intention to make any further remarks except to mention one point that has been referred to by Mr. Anglin—not by way of argument at all, but simply to make a statement of fact from observation and experience with reference to international unions. We must all be agreed that if the workmen and employees were not organized this Conference would not be possible—that in order to deal intelligently with every problem there must be some form of organization. The employers engaged in the building and construction industry very wisely two or three years ago established a Dominion-wide organization. I am sure that organization has been and is a great benefit, not only to themselves but generally to the people of this country. The workmen are organized under two systems. Some adhere to the view that we should have

an all-Canadian organization; some, in view of the fact that labour organizations were established thirty or forty years ago on an international basis, believe that they should be continued, and there is a good deal to be said on that side of the question. All I want to say now is that, after many years' experience as a member of and an official in one of our international organizations, and from observation since being connected with the Department of Labour, it is not my opinion that any disadvantage comes to anybody in Canada because of international organization. On the other hand, there are many advantages which flow from the fact that labour is organized internationally. I may mention one or two. When any serious controversy arises that is likely to result in an interruption of business, it means that the workmen in question look to their organization for financial support during the time they are engaged in the conflict, and it has always been my experience and observation that the executive of the international organization has had a restraining influence, because out of the funds of the international organization had to come relief, and there is therefore always an incentive to try to bring about an adjustment of a dispute rather than to create difficulty.

I could spend a good deal of time in stating many instances in which the officials of the international organizations have prevented strikes. I think many advantages have come to workmen by reason of the fact that they have been internationally organized. Furthermore, I think the Canadian workmen have just as great local autonomy within themselves in dealing with their local problems as though they were members of an organization within the British Empire. The idea frequently enunciated by gentlemen who have no accurate or intimate knowledge of the facts—men who are neither workingmen nor employers—is that there should be no international organization. Such people are prone to express their views without a full study and knowledge of the subject. It would be all very well if we were starting out anew, if there were no organizations either of workmen or of employers existing in Canada: under such circumstances a good deal might be said about building up organizations and confining them to our own country. But, in view of the situation which has existed for thirty or forty years, with many members of Canadian unions having large interests in the financial end of their institutions, which would be lost to them if they were obliged to give up their international organization, it is a very serious problem for them, and one of which I think we might permit the solution to be found by those who are most directly interested.

I feel sure that the employers present will appreciate the difficulties that would necessarily arise were an attempt made to absolutely divorce the Canadian labour men from their international affiliations. Let me say this. The international trade unions stand between two

warring forces within the labour world itself in this country. Up to 1918, there were within the international labour union a considerable number of men who did not agree with movements for organizing trades separately, and since 1918, they have openly agitated for a form of universal labour organization—in short, what is commonly known as One Big Union. Anyone who carefully dissects that must arrive at the conclusion that every dispute which might arise would draw into it—both workmen and employers who are entirely disinterested and have no connection whatever with the dispute. Furthermore, if the movement had prevailed it could not have survived, because of the fact that if labour men were all put on an equal footing, so far as their positions were concerned, there would necessarily be a tendency to levelling wages as between skilled and unskilled men. Necessarily, the unskilled men being in the majority, there would be dissension within the union.

On the other hand, there is a movement growing up which I shall not allude to at any length—a mistaken notion that spiritual advisers of a certain class should be regarded as the authorities to decide industrial questions, and that the members of the labour unions should affiliate with that organization and obligate themselves to obey the decisions rendered by those who undertake to give them advice. That organization came into existence largely because of an honest conviction of the gentlemen behind it—largely through a misunderstanding that the international trade union movement was wholly made up of what they term the radical element, and was dominated by gentlemen entertaining those views. So at the present time there are in Canada those who would wipe out of existence our trade unions and disorganize the labouring men regardless of what industry they might be engaged in, with a view to exercising their economic power by autocratic methods. On the other hand, there is the National Catholic movement, which is ultra conservative in its tendencies, but which is also opposed to international organization.

My observation leads me to the conclusion that the international trade union movement, through the several hundred thousand men affiliated with it in Canada, has been the stabilizer within the last two or three years that has prevented extremes of either sort being indulged in. Had it not been for the existence of these international unions, guided by men who are thoughtful and conservative and have regard for the rights and obligations not only of themselves but of those with whom they have to deal, our industrial situation in Canada would not have been nearly as good as it is, and we would not have got along as successfully as we have. I am therefore glad to feel that our employers generally in Canada have adopted the view that co-operation is desirable. We all agree that on co-operation must be based our future. If you have not confidence in each other you cannot exchange views here. By free discussion and co-operation I am sure

that the results of your communion here will be beneficial to yourselves and to the state as a whole.

### LIST OF COMMITTEES

Mr. J. P. Anglin submitted the following list of committees after conferring with Mr. Tom Moore.

#### 1. EXISTING CONDITIONS IN OUR INDUSTRY:

Employers:	Employees:
Messrs. Pigott, Mattice, Brousseau, Marion, Whitlock, Rogers.	Messrs. Nott, Simmons, Reeves, Blais, Lewis, Bruce.

#### 2. APPRENTICESHIP AND CRAFTSMANSHIP:

Employers:	Employees:
Messrs. Tucker, McIntyre, Wilson, Wm., Church, Crawford,	Messrs. Crawford, Pelletier, Fluery, Moore, D., Olive, Gander.

#### 3. COSTS AND PRODUCTION:

Employers:	Employees:
Messrs. Carswell, Gibb, Grieve, Sharpe, Poole, Hughes, McDonald, Dinsmore.	Messrs. Winning, Marsh, Gaudet, Farmilo, Hamilton, Martel, Moore, Kennedy.

#### 4. CONDITIONS OF EMPLOYMENT:

Employers:	Employees:
Messrs. Long, Dakin, Petherbough, Wilson, J. A., King, Wheeler.	Messrs. Woods, Brophy, Dibbs, Healey, Bonner, Hunter.

#### 5. JOINT INDUSTRIAL COUNCILS:

Employers:	Employees:
Messrs. Magee, Crain, Morley, Batson, Foley.	Messrs. Doggett, Ryan, Welsh, Lawton, McFarlane, Izzard.

#### GENERAL CONFERENCE COMMITTEE:

Employees:	Employers:
Messrs. Bruce, Ingles, Martel, Izzard, Kennedy,	Messrs. Anglin, Grieve, Pigott, Carswell, Crain.

The Conference adjourned until 2.30 p.m.

## AFTERNOON SITTING

The Conference met at 2.30 p.m., Mr. E. McG. Quirk, vice-chairman, presiding.

**THE CHAIRMAN:** I should like to point out—and I am sure I speak for every individual member of the Conference—that we will try to the best of our endeavour to meet promptly, leaving the time of adjournment to be settled by yourselves.

I wish to express my great satisfaction and pleasure at being asked by the Minister to preside at this Conference in his absence, I accept the position with some hesitation, because I am aware of my inability in many respects, and I feel that I have taken a great responsibility. I hope you will bear with me if I have occasion to call you to order, because I desire that we shall adhere to the usual forms of debate. We have arranged for an address from Professor Gill, Director of Technical Education, and I now have great pleasure in asking him to speak.

### TECHNICAL EDUCATION

#### Address by Professor L. W. Gill

**PROFESSOR L. W. GILL:** Mr. Chairman and gentlemen, the speakers of this morning, before proceeding, gave a little of their own personal history. Each seemed to take pleasure in looking back to the days when he was a carpenter. I may say that I too was a carpenter in my early days. I was also a contractor, and worked at the same time as my own employee.

The Minister advised you that I am an officer of the Department of Labour, assisting in the administration of the technical education branch. The Technical Education Act provides that an agreement must be formulated by the Ministers and each of the various provincial governments covering the general lines along which the work should be developed. You all know that education is entirely within the jurisdiction of the provincial governments, according to the British North America Act, and that the provinces are very jealous of their rights. On the question of education they are especially jealous of their provincial autonomy. You all know also that education is the question which has caused more trouble, ill feeling and difficulty between various sections of our people in Canada than any other with which we have had to deal. Notwithstanding this, I am pleased to say that we have been able, with practically no friction, to formulate agreements which are satisfactory to all parties concerned, and that the work is now being developed in every one of the provinces with relations which are most harmonious.

In dealing with this question I will first consider education from a broad viewpoint and later touch on the more specific subject of technical education. In discussing this problem with employers and employees in various sections of the country I have found a great divergence of opinion, not only in relation to technical

and vocational education, but on the question of education generally. I found, for instance that some employers want a specific kind of education; others do not want education at all, but simply mechanical training—training that will turn their workmen into machines or parts of a machine. There are some who are of opinion that the ordinary elementary school provides a sufficient basis of education. As an illustration of this point of view, a gentleman referred to the success of a well known Canadian,—now in England,—who quit school at fourteen years of age, I replied that it was too bad this individual had not left school when he was ten, for in that case he would without doubt have eclipsed Lloyd George. Another man says that if one has a good elementary education he can go on and educate himself, as many of our successful business men have done. This reminded me of the man who was travelling on a train and when the train stopped at a half-way station he decided he could walk the rest of the way and save money; so he walked the rest of the way. The man who does not want any more than an elementary education is acting on the same principle: he is walking the rest of the way to save money. Amidst the conflicting views with regard to education we have to formulate some definite plans,—some objective. I will consider this objective later.

Before discussing the broader question I should like to bring one point to your attention. Reference was made this morning to the economic ills from which we are suffering. You gentlemen are trying to find some remedy for those ills. As I see it, we are in a condition just now from which we will not emerge for many years. I am not pessimistic, but I would like to point out that there are certain fundamental laws which if we ignore will sooner or later bring disaster upon us. Our industrial organization today is very complex and complicated. It is made up of a lot of units—semi-independent units, which are interdependent and interlocked in a very complicated manner. It may be likened to a large and irregularly confined body of water which, if violently disturbed, will be subject to surges or waves which will travel in all directions. On reaching the boundaries these surges will be reflected and will travel back in all directions. These reflected surges will meet and react on each other, giving rise to other surges of a more complex nature. The general result is that these surges will continue to react on each other for a considerable time without apparent law or order. The normal condition of the water will return only after the surges have lost their initial impetus. In like manner our industrial system, which was disturbed very violently by the war, will continue to react one part upon the other for some years to come. We can take steps to reduce the effect of those reactions but we cannot eliminate them entirely. The question is what can we do to get industry back to normal,—back to a stable condition. If we had an autocratic form of government we might get quicker and more decisive action than under our democratic system. That is one of the weaknesses of the democratic system of

government; but having that system we must deal with this problem in accordance with the principles of democracy, and in doing so we must be careful not to do anything that will aggravate the condition rather than relieve it.

Apart from the extraordinary conditions arising out of the war, there is another question relating to industry to which I will now refer. If you look back to conditions before the war, you will find that there were disturbances in our industrial life, but not of such vital and serious nature as those which we have today. What was the cause of these disturbances before the war? Was it lack of technical education, lack of skilled workmen, or some other cause? After having studied the problem for some time, I do not think that any amount of mere vocational skill would have prevented these disturbances. It seems to me they were due almost entirely to a lack of the proper spirit in the individual, and before we can eliminate our industrial troubles and disturbances we must develop a better spirit between individuals and groups of individuals. It seems to me that this is the great problem of education; it is the biggest problem in technical education as it is in every phase of education. The spirit of loyalty, of tolerance, of moderation, of service, the spirit that is essential for co-operation, these are the qualities in which we are short at the present time; and the only remedy of the kind which will develop this spirit is education, call it technical education or whatever you will. As the spirit and character of the individual are formed largely between the ages of fourteen and eighteen, it seems to me that the greatest problem we have to face from the point of view of the welfare of the nation is the training of our young people between these ages. We must train them to earn a living but any kind of education which neglects the development of the proper spirit should not be tolerated.

Let us now look at the development which has taken place in some of our provinces. Ontario has now on its statutes a school law a part of which will come into force next fall. According to that law, every adolescent between fourteen and sixteen years of age must either attend school full time, or, if employed, he must attend school 400 hours a year, between the hours of eight and five. If an employer wishes to engage an adolescent between those ages, that employer must give the employee time to go to school and pay the employee during that time. In 1923, another section of that law will come into force. According to the second section of the Act all adolescents between sixteen and eighteen must go to school full time, or, if employed, must spend 320 hours a year in school. Arrangements are being made by the local school boards to provide instruction for such adolescent employees and to give them vocational training. In referring to this work, I prefer to use the term "vocational," rather than "technical" because it is broader. In other words, every child between fourteen and eighteen will be receiving vocational training, and he will have to attend school the number of hours I have mentioned. In addition to the

training of those employees for specific vocational or occupational work, some attention will be given to the development of the spirit to which I have already alluded, because the plastic period in the life of the individual lies between the ages I have mentioned. This is the time when the character is forming, when they begin to think and reason. In other words it is the time during which their characters very largely crystallize.

I have informed you regarding what has been done in Ontario. I may say now that from my knowledge of the situation in other provinces I believe it will not be long before they—the English-speaking provinces at least—will follow the lead which has been set by Ontario and enact similar laws.

At the present time over 60 per cent of the children in the cities and towns of this country do not attend school after they reach the age of 14 years. The other 40 per cent enter a high school, and of this 40 per cent one-third only receive complete high school training. This means that the majority of our young people receive no education of any kind during those critical years between the ages of fourteen and eighteen.

In referring specifically to technical education I will try to explain some of the possibilities in this direction by relating what has been done in an American city which I recently visited. First let me state that twenty-five states of the American Union have passed laws similar to that of Ontario to which I have alluded. In 1911, the state of Wisconsin had a compulsory education law requiring attendance at school up to the age of fourteen. That year the state legislature passed a law requiring all children between the ages of fourteen and seventeen to attend school full time, if not employed, or a half day per week if employed. This law compelled the employer to allow the employed adolescent to attend school the required half-day and to pay for the time. Many people regarded this legislation as a huge experiment, and were of opinion that it would have a short life. In the city of Milwaukee, the school authorities rented accommodation wherever it could be secured and gradually gathered in the children in accordance with the law. At the end of six years, it was decided by all concerned that the experiment had proved a success, but before undertaking the erection of a school the board decided to hold a public meeting and get an expression of opinion from as many employers as possible. To the surprise of many people, especially those outside of Milwaukee, the employers not only unanimously endorsed what had been done, but stated that the effect on their adolescent employees of the half-day attendance per week at school was so marked, that the improvement in the morale, and in the spirit of the adolescent towards his work and his employer was so great, that they thought the school work should be increased. A petition was consequently drawn up, asking the legislature to amend the Act so that the time for attendance at school should be eight hours.

The state legislature, acting on the petition, amended the law. The Milwaukee authorities at once started to build a school to provide the necessary accommodation to give eight hours of instruction to all employed adolescents. When completed, this school will accommodate 16,000 pupils for part time vocational education and the employers are willing to pay for the time spent by their employees at this school. In this school they are not only training the adolescents along the lines of their occupations, but are also, as far as it is possible to do so, developing a right spirit towards their work, towards their fellow-workers, towards their employers, and towards their political and social institutions, which as I have already said is so necessary.

I shall not take up any more time except to say that this is the direction along which I think we should work in Canada. I have stated it is probable that all provinces, —the English-speaking provinces at least—will follow the lead of Ontario and pass laws similar to that which has been enacted by the Ontario Legislature, so that any steps which you gentlemen may take in relation to training of apprentices should be based on that forward movement.

I thank you very much for your attention.

**THE CHAIRMAN:** We have listened with a great deal of pleasure to the remarks of Professor Gill. Personally I have been connected with him in the work of his department for some time, and appreciate the excellent work which he has done on behalf of technical education.

Our next speaker is one who speaks with an equally profound knowledge with Professor Gill, that is, Mr. Bryce Stewart, Director of Employment for the Department. Mr. Stewart can speak with some authority on the question of unemployment in its many phases, and it is opportune that we should hear him this afternoon on the subject. It is scarcely necessary that I should introduce him, he is so well known to most of us.

#### EMPLOYMENT SERVICE OF CANADA

##### Address by Mr. Bryce Stewart

**MR. BRYCE STEWART:** Mr. Chairman and gentlemen, in a country of Canada's extent and comparatively sparse population the problem of distribution must be to the fore. It struck me that five of the pictures on the walls here have to do with transportation. At the time of Confederation it was laid down by some of the provinces that a nation-wide railway system should be built. That was done, and about it has grown up a market for the exchange of goods on a national basis. Indeed, that system has been developed to an international extent, and we have a world market for almost all the material things that we use every day. Just think for a moment what condition business would have been in without that system of distribution because of the distinct industrial zones into which our country is divided. The Maritime provinces are separated to some extent from the

rest of the country; Quebec and Ontario constitute a fairly distinct zone, as do also the prairie provinces; and British Columbia is cut off to a considerable degree by the Rockies. Without transportation we would have had local conditions in those districts. We would have had in one zone a surplus of products and in another scarcity, and it would have been with the utmost difficulty that a market could have been found outside of any zone. By a system of transportation all these separate districts were connected, distances were eliminated, theoretically at least, and a national highway and a national market were set up.

While that condition has grown up with regard to the distribution of commodities, no attempt has been made until recently to provide for an organized market for services. We see now that labour has been contending all along, and employers also have been contending with this difficulty of a lack of organization in what is called the labour market. In each industrial zone the labour circulated as best it could. Workers learned by rumour of an opportunity to obtain employment, and went there perhaps only to find that it was all a mistake. It was only with difficulty that labour found opportunities elsewhere in the zone and it was almost impossible to secure employment in other industrial districts. Labour had to contend against distance and the cost of transportation. Employers who wanted labour had very inadequate machinery for finding out where the labour could be secured. There was no system to balance supply with demand and bring it up to a level. In the war situation, and even before the war, in the depression which preceded it, Labour contended against this rather absurd situation. Indeed, Labour has put itself on record for many years as in favour of a system of employment service that would do away with the private employment agency, which lived on the seeking of jobs by Labour and the seeking of Labour by employers, and has urged that some national governmental machinery should be set up to overcome these disabilities. It was especially hard for Labour in the days of depression to find employment. It was bad enough for a man to have to seek a job and pay for it in time of prosperity; but in hard times, when every dollar counts, it is all the more serious. We have been negotiating with the provinces on this subject and five of them have abolished private agencies entirely. There was a good deal of pressure on the part of Labour, shortly after the war began, for the establishment of a system of employment offices, and as the war progressed and we threw more and more of our strength into the struggle and labour came into greater and greater demand, employers began to feel the necessity of better organization of the labour market. They found that at some points labour was unemployed, while at others it was in demand, and they asked, why should there not be a system to nationalize the market so that an employer could go to an employment office, find out the labour situation in all parts of the country, whether he could get labour of the

kind he wanted and whether it was feasible for him to go on with his work.

It was in recognition of this condition that in 1918, Parliament passed the Employment Offices Co-ordination Act. In its operation it is very much like the Technical Education Act which Professor Gill has described. It imposes on the Minister of Labour the duty of encouraging the organization of employment offices, of establishing clearing houses for the distribution of labour, and also of collecting and publishing statistics showing the condition of the labour market. Under that Act agreements are made with the provinces every year as to the conditions under which they shall operate their employment offices, and a sum of money is set aside for distribution to the provincial governments on condition that they shall operate their offices in accordance with the rules laid down. Under the Act we have 75 offices. Every province except Prince Edward Island is represented in the system at present. In 1920, approximately 450,000 persons were placed in positions, and about 50,000 of those were transferred considerable distances. We were able to facilitate the work of distribution by a system of special rates which the railways accorded to us. Canada has 2,500,000 and 3,000,000 of an adult working population. That means, making allowance for persons who have been in the office two or three times, that one in every five or six person in the country has been placed in employment through this service during the year. That, I think is very far-reaching when one remembers that the system was only begun early in 1919. I should not omit to say that the service is entirely without charge to enter employers or employees.

Professor Gill has mentioned the necessity of getting the young worker properly trained for a job where he will do the best work and do some constructive thinking. We feel in the employment service that we shall be able to co-operate in this by ascertaining the lines of occupation in which workers are in demand, and the training be based on the demand for workmen. Professor Gill is trying to set up over the country a system of junior technical schools, and we have to have a system of junior employment offices like the office established in Winnipeg about six months ago. As the young workers leave school for employment they will be brought to the junior office effort will be made to ascertain what kind of positions they are best fitted for. The office, will follow them up, see what the next step ahead is for the boy or girl and what further training is required, and Dr. Gill will see that in that community the proper training is afforded. In this way, the young worker will go on to a progressive education and service.

We hope, too, that on the basis of our statistics some more adequate control of immigration will be possible. We will know what the demand for labour throughout the country is, in what trades there is a shortage and in what trades a surplus, and out of that information we can shape an immigration policy that will cause the least disturbance to the employment situation in the country at the time.

Around the system of employment offices we are trying to build up employment service councils. We want to have for each office a committee representing equally employers and employees that will consider the local problems of employment, and will work out with the superintendent of the office the proper line of policy for that locality. They would consider for example the bringing into the district of any considerable body of labour—that is, a question as to which there might be some divergence of opinion—and the employment office would govern itself according to the decision of the Council.

We hope to have provincial employment service councils as well. Ontario has this year passed legislation under which that sort of organization will be set up. We have already the Employment Service Council of Canada advising the Minister of Labour as to a national employment policy and this national council has had two meetings. Some of those who are here present are members of that council, and they know that we are trying to formulate a national policy of employment that will go down through the province to the local councils and be applied in detail. Some of the questions you are interested in are dealt with the reservation of public contracts for periods of depression; the abolition of private employment agencies and various schemes for the prevention and alleviation of unemployment, the preparing for the building season so that it can be extended.

I feel that the service has special application to the building industry. Looking at the charts showing the building permits, and the chart showing employment as reported by employers and trade unions, we have evidence enough that employment fluctuates very highly in the building and construction industries. The building permits show the large volume of employment in the building trades before the war; then came the depression in the war years, and the upward trend since the war is also evident. The charts show that there is a very great slackness every winter, and the problem of employment in these industries, is perhaps more serious than in any other. How to cut off the high peaks of the curve of employment and to fill up the valleys so that labour may be more steadily employed throughout the year is one of the problems that concern you and in which we in the public employment service are greatly interested. More steadiness in the labour market is one of the things we must strive for. We cannot expect workers to be satisfied or employers to get the best returns from their investments unless a proper spirit of co-operation prevails and a reasonable measure of security in a job will, I think, do more than anything else to create that spirit.

As the employment service councils are established, I should like very much to see the building industries well represented on the labour and the employers' sides of these bodies. The building trade has probably had more experience than any other industry in dealing with employment problems and the represent-

atives of the trade should contribute much to the success of these councils.

I should be very sorry if I have given you the impression that our service is one hundred per cent efficient. It has been in operation only two years. We have a big problem before us, and we have a staff that is acquiring knowledge of the problem, and it will be a few years before we are thoroughly on the job. In the United States they consider that five or six years will be necessary for the building up of a national employment service; so you must not expect too much of us. We are anxious, however, to help all we can.

THE CHAIRMAN: I am sure we are all pleased with the interesting address to which we have listened, and I should like Mr. Stewart to feel that we fully appreciate his remarks.

I think we are about to enter upon the deliberative and constructive phase of our work. This is a joint conference of employers and workers, and I trust that the spirit of conference will exist through all our proceedings.

MR. TOM MOORE: I understand that we are to deal with the agenda ultimately, and that the first item on the agenda will be submitted by the employers in a short address, and seconded by an employee in a similar address, and that the subject will then be submitted to a committee without further debate, any debating to take place on the committee's report. It is further intended that these addresses, in moving and seconding a motion to refer an item to a committee, should be confined to a condensed statement of the sentiment of the group which the particular speaker represents. It is desired that we should get all the subject-matters submitted to the various committees before adjournment this afternoon. In order to do that, as there are five subjects, which will mean ten addresses, it will be well to have a limited time, and that gentlemen should try to confine their remarks as nearly as possible to ten or fifteen minutes in order that the committees may get to work as soon as possible. The employers will submit the first question on the agenda.

MR. ANGLIN: I rise to concur in the arrangement outlined by Mr. Moore, and to urge especially on the employers to be as brief as possible in presenting their case. I may say that it was our intention to give each side ample time to present its case fully, but it was thought that it would be better to have a more complete discussion when the reports are brought in.

I take great pleasure, therefore, in calling on Mr. Pigott to present the statement on his side for the first subject to be submitted to the committee.

THE CHAIRMAN: Is there to be a limit of time?

MR. MOORE: No, but there is a recommendation to confine the addresses to ten or at most fifteen minutes.

THE CHAIRMAN: I do not think the chair would like to be put in the position of having to cut off discussion. I would therefore suggest a limit of fifteen minutes at most.

MR. MOORE: I do not think that is advisable, because fixing a limit may influence a man's mind. We might try the effect of proceeding without limit.

MR. ANGLIN: There is to be no discussion—merely an address by the mover and an address by the seconder.

### EXISTING CONDITIONS IN OUR INDUSTRY

MR. J. M. PIGOTT, (Hamilton): It appears that the work that has been covered by the Committee that I am on in this Conference deals with the conditions in our industry at the present time, and is subdivided into two divisions: the first being the shortage of dwelling, commercial, and public buildings, and the second the seasonal nature of the industry and possible methods of regulation. As I understand, the purpose of our introducing subjects under this committee heading is to throw out some indication of what the nature of our case is going to be.

We are all alive to the fact that at the present time, particularly within the last couple of days, there is a very definite and pronounced separation of ideas in the building industry. In almost every city of Canada today employers are asking for a reduction of wages and employees are more or less firm in taking the position that they cannot reduce their wages. I would imagine, from Mr. Moore's very able introduction of his remarks, that he anticipated more or less discussion on this point, when he said that the workers—to put it more crudely than he did—were facing a situation where they were going to be deprived of their homes, their present surroundings, their living and, as I understood him, finally their independence. I do not think that Mr. Moore is justified in taking that position. I doubt if any gentleman on this side would for a moment be a party to any action which would contribute to such a result. I believe that fundamentally the whole question between the two sides is the best way to the end we are both aiming at. We have plenty of evidence before us of the lack of employment, of the endangering of one's home and of the sacrifice of independence during the last three months under the existing wage rates. That carries its own proof with it. What we have to face today, to put it in a nutshell, is this—how is the building industry going to be revived? Is it going to be revived through co-operation between the two most vitally interested parties in that industry? Is it not possible to clear from your minds altogether the old class prejudice, if there is such a thing as class?—and it is a very difficult question to establish the point where the workman leaves off and the capitalist begins. If the gentlemen on the other side can approach this question with an open mind and engage in free discussion as to the best thing to be done at the present time to revive the industry, we will get something out of this Conference. If it cannot be approached in that spirit we will get nothing.

I have some figures showing the condition of the building industry at the present time, and from them you cannot help but be convinced that the industry is practically flat on its back. Take the comparative statement of contracts awarded in Canada; they show that in the industrial business—only \$1,870,000 has been let this year and some of those contracts have been cancelled—as compared with \$21,219,300 for the first three months of 1920. That refers to industrial business such as factories. Taking all classes of buildings into account, for the month of March the total is \$10,256,700 as compared with \$21,278,100 for March, 1920—that is, \$10,000,000 as compared to \$21,000,000. For all kinds of buildings for the three months this year the amount is only \$36,845,000 while for the corresponding three months last year it was \$55,700,000. The great shrinkage clearly indicates that the bulk of the business at the present time is in the construction of houses or work of that nature. It will be seen that, taking the grand total for the first three months of 1921 as compared with the returns for the corresponding three months of 1920, there has been a decline of thirty-five per cent this year as compared with last year. In the first two months up to February the figures were \$26,500,000 this year as compared with \$34,588,000 for the corresponding two months of last year, a decrease of only 23 per cent at the end of February. The falling off has been greatly emphasized in the third month this year, thus indicating that the situation is becoming rapidly worse. The percentage of decrease has jumped from 23 per cent at the end of February to 35 per cent at the end of March as compared with last year. It is a decline of 50 per cent for the month of March alone. March, as you all know, is the one month in the building industry when the trade should look its rosiest and give its best promise for the future. Now, it is important to note that in the province of Quebec, where wages are considerably lower than they are in the other provinces, for the first three months of 1921 the total contracts let have been \$14,250,900 as compared with \$18,419,700 for the corresponding three months of last year. These figures show a fair increase or this year as compared with the business of last year, whereas the decrease in Ontario is fifty per cent in three months. I shall not draw any inference from these figures or make any comments. I merely state the facts, because at the last National Conference we held, when it was suggested that we should have to reduce wages to recover from the inactivity of business, one of your members brought up the case of Quebec and pointed to the low wages there, and said, "Why does not the rate of wages revive the industry there?" I had not these figures at that time, but I have them now, and I think they are significant.

What is the effect of this slump on the industry? To put it briefly, contractors throughout the country find themselves without contracts in hand, and the effect on the workmen can be seen by a reference to the last number of the LABOUR GAZETTE, which shows that the per-

centage of unemployment in the building trades for the month of February, this year, which is the latest available, is practically 32 per cent at the present time. That condition bears its own proof. We find that in those things which contribute to the cost of building, such as materials apart from labour, there has been on an average a reduction of 20 per cent; but the members of our Association feel that before any actual revival can take place we must reach a point where we can show a substantial reduction, say 25 per cent on last year's building costs. This can only be reached by the co-operation of you men in reconciling yourselves to some reduction in your wages and an increase in the efficiency of what is called production to reach that point. When that level is reached we feel that the revival of the industry will be assured.

I just want to refer briefly to Mr. Moore's remark about people not buying or building on a falling market. I think the present market is a falling market and will continue to be looked upon as a falling market until some level is established. The two things that are necessary to save the building industry are a lower level of cost and a fixed level. If we can get the co-operation of Labour to find a lower level, we can have a steady level, and we will restore the industry and secure a larger percentage of work. We do not feel that we are asking you to make any sacrifice, because if you look at the statistics on which your figures for the last three years are based, you will find that reduction in wages will be necessary to bring them to the same level as the reduced cost of living.

MR. MOORE: I will now call on Mr. Bruce to make a statement on this motion.

MR. J. W. BRUCE, (Toronto): In presenting for your consideration some facts in relation to the first item on the agenda, I am not altogether going to follow the line of argument adopted by Mr. Pigott; but I may say there are a number of other factors which enter into the question of the existing condition of the industry outside of wages alone. There are many factors which must be taken full cognizance of.

Mr. Pigott in his introductory remarks says that we are opposed to wage reduction. We are not so much opposed to wage reduction as we are opposed to the lowering of our standard of existence, and if there is any development on those lines there are men on this side of the house who are just as willing to sit down and study that problem as anyone in this country. When you look at the chart on the wall and see the relative proportion of wages to the cost of living, it shows that a large proportion of our wages is going in rents, and that is why the worker is looking for a home for himself. If you lower his wages, how is he going to buy a home? It has been reasonably shown that when you recognize certain conditions amongst the workers you find that they spend freely when they have the wages to spend. The worker was the best exponent of those conditions because he was the freest in expending money when his condition was improved.

There are other causes entering in to this question, and there is no doubt employers feel this condition as much as ourselves, because possibly those who are putting out capital from a speculative standpoint have some interest in this proposition. There is a significant statement in the Financial Post which very fully states the proposition in my mind. It appears in the issue of April 22nd, last, and indicates the true situation, and it is, I submit, substantially correct. The Financial Post says:

As the months pass by the prospects for a volume of building this year, rivaling that of the record years before the war, or even last year's record, are diminishing. Building returns for the month of March indicate a fair improvement over the previous month, but falling behind the returns for the corresponding month of the previous year. A significant feature of the building situation at the moment is the relatively large percentage of the total that is made up of residential buildings. The wage question is causing some agitation in building circles, for the date is now approaching when wage contracts are fixed with the labour unions, and it is not expected that the wage reductions will be effected without some trouble. It is doubtful however whether any large volume of building is being held over till the wage question has been satisfactorily adjusted, and it is highly improbable that there will be any large volume of commercial building this season. Conditions do not warrant it. Business is dull, and the need for factory and warehouse accommodation is therefore not pressing. Many firms have undoubtedly passed through a period of over expansion and are now finding the additional accommodation provided a year ago burdensome. The manager of an eastern shoe manufacturing company, whose plant had been materially expended last year, stated that it would be months and more probably years before the plant would be operated to capacity again.

There are some economic facts which will possibly bear out some of the statements I have made. Certainly, in dealing with the existing conditions in Canada, outside of the question of wages, is the question of necessity. The first necessity of a nation, it is said, is that you should have a healthy, satisfied race of people. If that is a fact, and if we have not a satisfied race, we must find the cause why they are not satisfied and why there are elements of discontent. We have been urged to build up social ideals which will allow people the fullest rights of citizenship and have been told that the Canadian people at least will not have to bear the same burdens which oppress people in other countries. I happened to be a member of the Industrial Relations Commission which Mr. Moore and others have spoken of, and we made a very exhaustive survey in the time at our disposal of the conditions existing in the Dominion of Canada in the year 1919. From what we saw of the terrible and deplorable conditions of housing, we were compelled to make a report on that subject calling the attention of the Government to the seriousness of the situation and fixing the fundamental causes. We found that there was insufficient housing, a condition which as you know, produces a very bad social atmosphere. We found in numbers of cases unsanitary dwellings where people were compelled to live. There is no better authority in Canada than Dr. Hastings, of Toronto, who has dealt with this

matter, and he tells us that there are hundreds of homes in Toronto in which people are living which he would be compelled to condemn if there were any evidence available that the people who lived in them could be taken care of. When you have such an authority making that statement and you have reports of commissions making the findings that they do with reference to rents, I take it our attention should be directed to the adoption of some measures which, in our judgment, would bring about a change in these conditions, because to-day we are suffering from some conditions that have arisen out of the war and since the war.

We all realize that the war disclosed a terrible physical condition of our manhood, and attention has been directed to the necessity of building up a better physical condition in our people. You find in England that the Minister of Health is wrestling with this great problem of housing. They are building houses to-day in England at a rate unknown in the history of that country before. They are doing it with one idea, and that is, redeeming some of their war time promises. The Government of this country, and the Governments of some other countries, were very ready and willing to make all kinds of war-time promises. The men who went overseas from this country were told what would be done for them when they returned. Now that they have returned, some of them think they are being done.

Everyone was conscious that there would have to be a period of reconstruction: what form of reconstruction are we to take? We saw the church laying down a foundation on which they dealt with the problem, and you found employers, labourers, and unions all wrestling with this problem of reconstruction and what form it should take, and many of us felt that one of the first forms it should take would be the adoption of some means to provide for the physical well being of our people.

What do we find in the Dominion of Canada? Let us look the facts in the face. Last year we had 66,833 marriages. The average for the last nine years, including the war period, was 62,613 marriages. Last year—I have not the figures for the preceding year—the total accommodation provided for these people was 11,200 homes. When you start to figure this for yourselves you realize what it means. One of the first things that a man thinks of when he enters matrimony is to provide a home where he may raise a family and be a contented member of the community. How can we ever expect to develop the right form of communities if we have 66,000 couples married every year for whom we provide only 11,000 homes?

We speak of slum conditions in England, and I have seen the slum conditions in Chicago, New York, and some of the other large industrial centres of the North American continent. Are we not fast travelling the same road of creating slums in our own centres? In some industrial centres we found three or four families occupying a house fit only to accommodate one family. We are offering opportunities for speculative builders to build vast tenements and apartment houses

and reproducing all the conditions which have led to physical degeneracy in other nations. Here in Canada, with our great territory and many opportunities, we are producing the same conditions that we find in older countries and reproducing all those problems with which they are afflicted. We have seen attempts to procure legislation providing for town planning to prevent these things continuing here; but we must remove the chances of creating slums, with all their degrading conditions, by improving the social conditions of the people.

Private interests have failed in their attempts to deal with this problem. They are dealing with it probably from a speculative standpoint, and they find it easier to put their money into investments which will cause them no worry and bring them  $7\frac{1}{2}$  or 8 per cent. In houses there is all the cost and worry attending construction, and I know there are many people to-day who find that they are not assured of enough return on the capital invested, and prefer to put their money into other investments. Therefore, seeing that the speculative end of it has failed, the state must assume some responsibility, because, after all, the people, who are the greatest asset of the nation, should be concerned about having this matter properly dealt with. The country found them good in war; let them be found good in times of peace. Let us develop humanity and have people that will be a credit to our country. Mr. Anglin and myself conducted an investigation into this matter of housing and brought down the report which some of you gentlemen have possibly seen. We were conscious when making that investigation that there was a need for some immediate action to bring about an improved condition, and we had absolute evidence of the fact, when we got in contact with the managers of loan companies, that there is money available for the construction of homes for all classes of workers if they could be assured of fair returns on their money. That is the reason why in recommending a housing plan we say, that the Government should be approached and asked to aid to the extent of providing enough money to enable operating companies to undertake the construction of homes all across the Dominion of Canada. We are now told that it is a matter which comes within the domain of the province. I would suggest, when we are dealing with the matter, that if we find we cannot do anything with the Federal Government we should approach the provincial and municipal authorities and get them to assume some responsibility in this direction.

I come next to the question of commercial building. We find that there is great need in the Dominion of Canada for commercial building. I am not going to enumerate them, but there is one class in particular to which I wish to refer, and that is hotels. In many of our cities there is absolute necessity for such accommodation; but the greatest need, in my opinion, and one of the tragedies of the present condition, is the lack of public institutions. As one who has had opportunities to travel across the Dominion of Canada, I can tell you, from my own knowledge and observation, that between Halifax and

Victoria I saw hundreds of places where such institutions were absolutely necessary for the good of the community. Starting at Halifax and going to Vancouver, we found the authorities acquiring property, destroying buildings, and laying waste everything, for the purpose of erecting necessary buildings, and there those building sites have been left, and there they stand unoccupied to the present day. In the city of Toronto, for instance, there is urgent need for a custom house. We were told that the custom house used there is not fit for the requirements of that city. A site was procured for a new building and the houses standing upon it were destroyed, and the land has stood idle there ever since. So in the city of Halifax, the post office does not furnish necessary accommodation for the public service. A site was purchased and the buildings removed, and nothing further has been done. No attempt has been made to put up the building that is so urgently needed. Do you think that the conditions existing at the present time should be changed? Here is the Government expending money, in many cases unnecessarily, particularly on shipbuilding, when they have to scrap some ships which were in course of construction. If the money spent in that way and the money paid out in doles for unemployment had been used in the construction of buildings that are needed, it would have been much better for the Dominion. All the way across the Dominion of Canada we have this condition of things existing, and I think, if these facts were strikingly brought to the minds of those in authority, who have charge of the expenditure of the public funds, if they could be shown the seriousness of the situation, they would be induced to do something to help to improve our industry in this country, and if the building industry were improved everything else would feel the benefit.

We come to the second subject on the agenda, the seasonal nature of employment. That is a very serious matter. We are confronted with a great demand for labour at one season of the year and with unemployment at another. In the spring and summer the farmer clamours for all men he can get. The builder also wants labour in the summer months. Then at the approach of winter the workman has to go, like the bear, into his hole and stay there until the weather grows warm again. To me that is a illogical and unnecessary position. Building can be done in winter as well as in the summer. There may be some additional expense involved in carrying on such work in the winter season; but if the Dominion of Canada is to be that great and prosperous country which we claim it surely will be, we will have to overcome those difficulties. There is no getting away from them. Probably this Conference will be in a position to make some recommendation on the subject. If, for instance, certain classes of work could be carried on during the open season and the Government work done later in the season, and carried into the winter, would it not provide employment for a much longer period for mechanics? It might also release some men for work on the farms. Something must be done along that

line, because it is not going to be a good position for this country to occupy in the development of the farming and industrial community if we have to depend on merely seasonal employment. There must be something permanent in the way of occupation if we are going to have success in this or any other direction.

The seasonal nature of employment produces a serious condition of unemployment. Unemployment is the fundamental cause of all unrest. There is hardly a report issued dealing with industrial or political unrest that does not give that as the principal cause. You know you felt when you were walking the street, possibly during the earlier years of your lives, if your little "tummy" was rapping on your backbone: you did not find that a very encouraging position to be in. The same condition exists to-day with a vast number of workers in the country. We have gone through a serious period of unemployment, and while I am not pessimistic I believe we may go through even a more serious stage. I hope the outcome of this Conference will bring about changes for the better or do something to alleviate this unemployment. We may have to abandon some things that we considered our rights in the past and lay some things down in order to secure to men some conditions by which you will not have a haunting fear at all times of being out of work. However, you have a another committee that will deal with that subject; therefore I am not going to say anything further, but if this question goes to a committee I think you gentlemen will feel that there is enough matter there to enable you to carry on a campaign that will bring useful results as far as the building industry is concerned.

#### APPRENTICESHIP AND CRAFTS-MANSHIP

MR. E. INGLES, (London): Mr. Chairman and gentlemen of this Conference, the first proposition which was submitted to the committee appears to have been controversial. I am glad that the committee to which I am attached will have to deal with a proposition that is recognized by both employers and employees as something that is absolutely essential for our industry, if it is to maintain that standing in the scheme of things that it should have.

I am of the opinion that it is realized by both sides of this house that there is a deterioration in the qualifications of workmen employed in industry. Outside of one or two grades in the industry, I believe there is no scheme for training the young lad to be an efficient mechanic. Much has been said about efficiency in the building industry. I believe that any inefficiency there is in the industry is due to bum mechanics. I do not think I am saying anything to offend either side when I say that there are such mechanics employed in the industry. I lay the blame for it as much on the employer as on ourselves. Employers will give work to such men if by so doing they can get a man a few cents cheaper than they would have to pay a good mechanic. I do not think that this remark applies to all employers, but it certainly does to some.

The second subject under this heading is "Development of Technical Training." Much has been done in this direction, but we find only in the larger cities institutions which provide for the technical training of a young lad going into an industry. Coming back to the subject of efficiency, I believe a good deal of the lack of efficiency is due, not so much to lack of ability to work, as to lack of ability to lay out work. Often, when I was working with the tools I found that it was easy to get men to work on the job if the material was laid out for them, but if they were left to their own resources they would stand until Doomsday unless somebody came along to help them out. That is particularly true of the electrical trade, where every man going out to a job is expected to lay out his own work.

There is great need for technical education in the small centres. In the present method of technical education we find there is no means to induce workmen to attend the schools. In my home town we have as fine a technical school as there is in the country, yet it appears to be dying for lack of students to attend. There is no necessity for that. We all recognize that a young lad likes his play-time; at the same time, his working period of life is greater than the period that he spends in that way, and in my opinion too much thought cannot be given to that phase of the question.

As I said, this apprenticeship idea seems to be as much in the minds and thoughts of employers as of employees. I do not think it is a controversial matter except as to its application, and I am sure, from the scheme outlined by the National Conference Board, it offers a good, substantial basis to work from. I feel that the work of our committee would not be very great if we could not make some recommendation.

MR. K. A. MCINTYRE, (Toronto): In seconding Mr. Anglin's motion to refer this matter to a committee, I may say we are fortunate in having a question on which we are so well agreed. The remarks we have heard from Mr. Anglin could be made equally well from this side of the room. A plan of apprenticeship has been suggested and has been circulated generally, so that the chief points with which we have to deal should be familiar to all. We may be able to suggest some changes, but that is a matter which can be considered in committee. I know it is quite possible to work out an apprenticeship plan. In our electrical trade in Canada we have such an apprenticeship plan in operation. It involves technical training and a periodical examination, and it works out very satisfactorily. Of course, it has only been in operation for about three years; but when we started the plan we were faced with the deficiency of mechanics and were obliged to devise some plan to effect an improvement. The two items of apprenticeship and technical education are inseparably bound together: they cannot well be discussed separately. I have great pleasure in seconding this reference.

## COSTS AND PRODUCTION

MR. J. B. CARSWELL, (Toronto): Mr. Chairman and gentlemen, on the first subject on the agenda, there was some disagreement: on the second we are all in accord. This third subject is one which is a mixture of both; there is a little accord and a little discord, which is due, however, to the fact that the question is not well understood. It is a question in which, fortunately or unfortunately, the proofs are almost entirely in the hands of the employers' side of the house.

The first sub-heading is "Factors in Building Costs." This can be divided into two branches: the first, factors, can be analysed. What is the analysis of a building cost? Ask the man on the street what is the building cost, and he will reply Labour and materials. The man of business who may not have studied the question says 40 per cent of that is labour, 50 per cent material, and 10 per cent profit. These figures are approximately correct: 40 per cent is handed out at the wicket. The other 50 per cent goes to pay for the material that is landed on the sidewalk outside the building, but you have to analyse this 50 per cent to find out where you get off at. Part of it represents lumber that was in the forest the year before, iron which was in the mine the year before, brick which represents the labour expended in the production of it, and so on. We have been studying this subject for the last year and a half and collecting information from all over Canada. Some of the biggest manufacturers in the country, lumbermen, brickmakers, foundrymen, men engaged in making steam-heating apparatus, and others, have been figuring on it and have given me the result. That is, that when you analyse the cost of lumber, iron, brick, etc., you find that about 80 to 85 per cent of that actual cost as it is delivered on the building site is again a labour charge. That is a truth which is not here. It cost altogether \$6,840. He started out by paying \$25 to an architect to prepare a set of drawings, and proceeded to build. He analysed the actual money he spent in the construction of that house, and arrived at the conclusion that the money expended for labour directly or indirectly was 80.2 per cent of the whole. The same remark applies to all industries. Take freight charges: the figure is around 75 per cent for labour. In the foundry where you are dealing with iron the cost of labour is 87.7 per cent. These figures can be absolutely substantiated, and I am prepared to substantiate them in the committee.

There is a second method of analysing the factors that enter into building costs. First of all, we have to consider the seasonal nature of the employment, and I think we could do a great deal to help the situation in that respect. Senator Robertson himself in his address has referred to the fine weather outside to-day and expressed regret that nothing is going on.

Generally speaking, March and April pass before we get anywhere. I should like to see a resolution put through asking all architects and others connected with the industry to get ready for work as early as possible. A man looks at the amount of money in his pay-envelope at the end of the year, and if he can earn for eleven months instead of ten he is increasing his income by ten per cent. That is a point I should like to see thrashed out in committee.

Another factor in the cost of building is the great risk the contractor takes. We have a tremendous risk in dealing with labour, not merely in the rate of wages paid for labour, but in the amount of work that is done by the labourer. The contractor takes a tremendous risk on the material cost, which again is a reflection of labour. Then there are the risks in estimating quantities in building.

The next big item is probably freight rates, which have a tremendous influence on the cost of building. The statement was made to-day that the cost of bricks was reduced ten per cent and that the reduction meant \$2 a thousand, but at the same time the freight rates were increased, and the increase amounted to \$3 a thousand, and the result was that the bricks cost more than before the reduction.

Then there is the turnover from the contractor's point of view. If he does not get more than ten months' work he does not get the same profit as if he had the year. Then there is the question of capital investment that, to my mind, is analogous to coal, which is bottled sunshine. Capital is bottled labour. There is another item, which is the so-called profit to the contractor. There are some contractors who have no doubt a turnover of from three to four million dollars a year. The layman who knows nothing about it says that he makes ten per cent profit on that amount and asks, why does he not retire from business? But he does not make anything of the kind. He has his fixed charges and depreciation, and a thousand and one things to pay out of that profit. You would be surprised if you knew the small margin the contractor has to figure on. I have the figures here and am not at all ashamed to show them, showing that some of the largest firms of the country are working at as low a profit as 1.5 and 1.8 per cent on the capital employed. Some are not getting even that much, but they try to keep the industry going.

The next item in the reference is "Efficiency and its Relation to Production." There are three kinds of efficiency: first of all, the efficiency of design. That is a very important factor on which we can make recommendations, and that is all. The architect has a great deal to do with the cost of a building, a great deal more than we realize sometimes. Then there is the practice of tendering. That is a subject dealt with by another committee altogether. Then there is efficiency of management. That applies to this side of the

house, and I am not letting this side out. There is the question of efficiency of production on this side and on the other side. There is the man who checks the workmen; there is efficiency of supervision, the question of getting materials on the job in time, a question which you men on the other side of the house may not have considered and yet which is of great importance. There is efficiency in the repairing of tools and equipment and, last of all, the efficiency of the individual. I have pointed out already that 80 per cent of the cost of building represents labour. You have to realize that the efficiency of production and the limiting of the cost of construction lies in your hands to the extent of 80 per cent and in our hands to the extent of 5 or 10 per cent. That is something which we should freely discuss and think over. If everyone understood that, I think we would be a great deal better off. Remember that in the expenditure of \$100,000 on a building you control 80 per cent. We are a company working together, and you are the majority shareholders. If you increase the efficiency you decrease the cost of the building. These are facts which you cannot get away from. It is a very big subject, and one which would take several months to consider properly.

Then there is under this heading "Hours of Labour". In the construction industry most of us will agree that it would be a great injustice in a large city, where the ordinary workman has to travel on a street car for an hour to get to his work, and an hour to return to his home, that he should be required to work more than eight hours a day. It would be as great an injustice as it would be to say that men working on a railroad bridge out in the country in the summer time and living close to their work should be employed only eight hours a day. If they can work another hour why should they not do it? However, the question of an eight-hour day is not one for discussion on the floor here: it is better considered in committee.

The last subject under this heading is "Wages and their relation to cost of living." I have no doubt Mr. Martel will be able to tell us more about this than I can. There is one broad principle we have to look at, which is, that during and before the war wages were gradually increasing as compared with the cost of living. As between the average wage and the average cost of living, there has been a line of divergence. The question we have to look at is that line of divergence, and ascertain if it is justified. To-day we have come to a turning point of the curve which illustrates on the chart (referring to a chart on the wall) the cost of living, but when you try to put a hook on the curve which shows wages there is an objection. I am not going to say more on the subject of wages or the cost of living. I can leave it to Mr. Martel.

MR. J. WINNING, (Winnipeg): Mr. Chairman and gentlemen, I have great pleasure at this time in having an opportunity to take part in discussions at such an important Conference as this, and more especially in speaking on such an important part of the agenda. I was very much amused at the last speaker when he said that the people on this side of the house probably know

nothing about the cost of production, because we are not qualified to handle it. Now it appears to me it is not so much a question of handling; if you have an elementary knowledge of the English language and can read and understand, you are not so very much handicapped in understanding the cost of production. In attending these conferences I hope that the employers of this country will take some cognizance of the recommendations made by the representatives of the workers, because if they do I feel that it will have a bigger tendency towards the stabilization of the industry which they expect to make profits from, and from which the workmen expect to make wages. If you accept those recommendations and go as far as they go, it will have a great effect on the public mind and give an added incentive to people to go ahead at the present time. I hope that these considerations will influence the committee and that when they report back to this floor we will have most of the recommendations we intend to lay down in the Committee accepted by the Conference.

I notice the first item in the reference is "Factors in Building Costs". My friend on the opposite side indicated some of them, but it seems to me there is another factor besides labour and material, and that is, land. I find in going through the budget issued by the GAZETTE that the average increase in the cost of wages since 1913 to the present time is somewhere about 80 per cent; and in reading some of the journals I should like to point out at this time a chart that I saw on the wall as I entered the room. This morning we had generally understood, and because it is not understood, the whole question of building costs is not understood. I believe if we in this committee analyse these figures and arrive at a conclusion as to what is the true building cost we will help to educate 2,500,000 to 3,000,000 workers in Canada whose pay at the end of the week represents so large a part of the cost of the materials used. Fundamentally the building costs can be stated as 40 per cent for labour in construction, 50 per cent for material, of which 40 per cent is labour—in other words, 80 per cent of the cost of the material is labour. Fifteen per cent is the accumulation of small profits to the lumbermen—I do not mean small in amount; but a small proportion of the cost of the material represents the profits and amounts to fifteen per cent. The balance of 5 per cent represents the value paid to the man who held the original title to that material before labour is put on it. I mean by that the lumberman who holds the limit and pays so much royalties to the Government. These royalties and similar charges are the only true costs of the building material apart from the labour. If I could get the people on the other side to agree to that, I think we could proceed with less difficulty. Last year the secretary of the Conference handed me a paper showing the cost of a building erected four or five miles from charts dealing with employment, with the average percentage of changes in rates of wages, but a very important one was missing, that is, changes in the costs of materials. I understand that the Department has issued in pamphlet form

some statistics referring to these changes. It will be up to the employers, when we get into committee, to show proof that material is not one of the great factors in keeping up building costs at the present time. I understand that a survey has been made of the situation from 1900, and that the index figure taken at that time was 100. In 1913 it had increased to 142, and in May, 1920, it had increased to 406. When you consider that the increase of wages received by the worker during that period was 80 per cent, while we have that tremendous increase in the price of material, I expect that Mr. Carswell and his friends in the Committee will be able to show that their views are correct.

Land, as I have said, is a very important factor in the cost of construction. Whilst I do not intend at this time to go into the question of the price of land, I find on making inquiry that a reasonable average all over the country of increase in the cost of land since 1913 is in the neighbourhood of 20 per cent, and to that extent it has increased the cost of building.

So, when we come to the item, "Efficiency and its relation to production", in the part of the country from which I come that word "efficiency" has become almost a tiresome phrase. We have a repetition of it in the words used by employers "more efficient workmen in the country", but the employers do not want us to be more efficient. During the last three or four weeks we had work going on in the West and if you fellows knew how many bricks and yards of masonry were put up there you would feel like emigrating to the West, because there is the land of promise and big profits. True efficiency takes cognizance of the limitations of human beings to maintain their mental and physical standard, and in your use of the word "efficiency" you ask for a reduction of their mental and physical standard, which is not true efficiency at all. The question of efficiency has been referred to by the previous speaker as understood in the Building and Trades Parliament, which is in existence in the old country. People over there have gone into this question very deeply, and I want to quote to you four items which lead to inefficiency that they place very much stress on. The first is the fear of unemployment. The fear of losing a job has a tendency to diminish efficiency. Another is disinclination of the workers to make unrestricted profit for their employers, which is due to their non-participation in control. Having no say in how things should be run, that being the business of the contractor or employer, the worker is not interested in the question. Then there is inefficiency both in the management and operation. I am not going to enter into the details of this matter, but I want to lay more stress on what I have observed myself upon the job, and I think you men will bear me out in what I am going to say.

The question of management of the job to me is everything, whether you employers come out on the right side or the wrong side of the ledger. The question of the character of the man who takes hold of a job will largely determine whether

the employer will have a profit of \$2,000 or of \$10,000. Many and many a time you have been on a job yourself and seen materials scattered all over the place, your men wrongly placed and the superintendent on the job utterly incapable of controlling that situation. On the other hand, you have seen a man who understands his business: he is up on the job, he has his material so placed that with one or two changes he has the carpenter alongside the bricklayer, he takes stock of the quantity and quality of material required, and he has his labourers so lined up that the maximum of production and efficiency is the result. So I say management is one of the most important factors in the employer increasing the efficiency of the worker.

Another great factor in increased productivity is the quality of the material used on the job. I am a bricklayer myself, and I ask you how you would like to have to lay a 13-inch tier with bum bricks. I have laid brick for a long time, and one of the worst things I have ever undertaken to do was to lay a 13-inch tier with a bunch of rotten bricks. You will not get much productivity from the worker with material of that kind. So it is up to you fellows to use your influence with the brick burners to see that they turn out a class of goods, when you are paying the price for them, that will enable the workman to get away with the stuff when it has to be put up. So much for efficiency.

I now come to "Hours of Labour." I want to state here that I do not know any other industry where men have to work—bricklayers and plasterers—and take so much out of themselves as they do in the building industry. We hardly expect to hear the argument put up here that a man should work ten hours, but I know that the argument is put up elsewhere. I have heard it: "There are so many hours of sunshine and work is possible during so many months of the year; why do you not work so many hours per day in the summer time?" It is true that you do not get sufficient to keep you for 52 weeks in the year, but if you would make a little more hay when the sun shines it would put you over that period when the ground is frozen over and there is no work to be had." Let me say that is no solution to the problem. The question that fits in here is the question that has been brought up to-day. We have found some other remedy—the lengthening of the season rather than the lengthening of the hours of the day. We are more fortunate in the West than you are here because I believe we all work eight hours a day. Why, you are behind the times: you must get an eight-hour day, because that is one of the great secrets of getting production.

I now come to the last, but not the least item in this reference: "Wages and their relation to Cost of Living." I have already stated that wages steadily increased since 1913 to the present day, the increase being 80 per cent. I notice in the chart on the wall that the cost of living has increased a little over 100 per cent. I am not going to put up any elaborate argument here based on the fodder system and on finding a measuring-rod to measure wages with. I am

not going to express a personal opinion just how much revenue a man needs in order to maintain a family for 52 weeks of the year respectably, and keep them in good health; but I am going to say that the men on this side of the house have gone into a very exhaustive inquiry to ascertain just what amount it takes to keep a family for a year, and I want to submit them figures for your consideration and hear from you again in committee. If you desire to get the detailed information, it is here and you can check it up. After making that careful survey we have arrived at a total on which to establish a standard of living in order that people may exist. It is \$1,744.38. That is our estimate of the annual cost of maintaining a family. Perhaps some of you may say to me, "I do not know how you do it," because you could not do it. Take the average wage earned by the average worker in the building industry, and how do you find it works out at the present time? It works out at something like 82 cents per hour. For illustration I am going to give you the average time a building worker labours through the year, and I set it at 42 weeks, and at the rate I have mentioned he earns \$1,515.36. That fellow has to hustle for that amount of wages. Where is he to get it? That is something which you employers have got to answer before we leave Ottawa.

#### CONDITIONS OF EMPLOYMENT

MR. JOHN DOGGETT, (Toronto): There are a good many things under this heading with which the Joint Committee will deal that they hold in common. They will undoubtedly find that the conditions of employment are such as to have a bearing not only on the workmen but also on the employers. A large number of questions can be taken up under this heading. There is the question of conditions on the job from the labouring point of view. We think the time has arrived when we should take cognizance of what is being done in other countries in the various industries. Probably half the trades may be represented among the men working for the general contractor: a holiday comes along, and the contractor must pay overtime for the men working during that holiday, as called for by organized labour. That is the rule which prevails everywhere in England. In this country there is no uniform practice. In some cities double time is paid for, in others time and a half. The labour group believe that the Conference can come down to a standardized policy to meet the conditions throughout the country in the building industry.

In reference to the distribution of labour, we have agitated for a good many years the elimination of private employment agencies. I am glad to know that that has been accomplished in five provinces. There are yet some provinces where the private employment agencies still operate. We believe those agencies, should be eliminated: from the building employees' standpoint they are not of much benefit. So far as the Government Bureau is concerned, there has not been much call made on the contractors or

operators to take advantage of it. In some of the industrial centres contractors, when in need of men, get in touch with a representative of the Employers' Bureau; in other words, the employers recognize the fact that in sending to a trade office for men he runs a better chance of getting a good class of men than by going to the Government Bureau. The men in most of the union offices are men of the craft that they are representing, and they have in most cases been working in that city or town. They know a large percentage of the men in that district, and being in touch with them understand their qualifications and fitness for employment. We believe that there should be more co-operation on both sides with reference to employment and the distribution of labour. I have many a time seen a surplus of labour in some districts and a scarcity in others—I refer to what occurred during the war. Large numbers of carpenters were needed in some sections of the country, while in others there was a surplus of carpenters. I believe it would be well to take into consideration the advisability of the Contractors' Association co-ordinating with the unions in their efforts to establish either a provincial or a national standard. It should be provincial first. They should stipulate the conditions of the trade in the different cities and towns and procure information, and should send returns conveying this information to the Department of Labour. What we want is an up-to-date system so that the employers in the building trades, say in Ontario, will know from month to month the conditions of employment and the surplus of labour on hand in different sections, so that if there should be a need of workers in other sections of the province they could get in touch with them. I believe that some system of the kind could be worked out, and I see no reason why an understanding or policy should not be found to give broader application to the principle.

In reference to conditions of employment there is one probably at this juncture that is being discussed more than any other, affecting the building industry: I refer to unemployment insurance. There are a number of systems of dealing with this matter in different countries. Most of them call upon the employers as well as the employees to contribute to a fund. As far as the labour organizations are concerned, some of them have an unemployment benefit. They recognize the necessity of a benefit of that kind, and therefore we believe that the committee would be well advised in recommending that this Conference request the Dominion Government to appoint a commission to thoroughly investigate the systems in other countries, with the object in view of making a recommendation to the Government to legislate on the subject. It should apply to the building and other important industries, and there should be a recommendation as to whether so much should be deducted from the worker's wages and so much collected from the employers. However, that is a matter of detail which can be worked out. Nevertheless the principle is a good one,

and the sooner it is taken up and dealt with the better it will be for both the employer and the employee in the building industry.

In reference to industrial safety, I might state that labour in general is very much interested in this question. It also brings up the point of accident prevention. We find that in some of the provinces there is legislation covering this subject. For instance, in Ontario we have what is known as the Building Trades Protection Act, which was passed some years ago. This Act has not been applied generally throughout the province, for the simple reason that the law calls for the appointment of a building inspector to see that the provisions of the Act are complied with. In section 3 it says where there is no inspector the Lieutenant Governor in Council shall appoint one. Unfortunately, that has not been done up to the present time, although the Act has been in operation since 1919. In other words, the provisions of the Act are only being applied in the larger centres. I realize that there are many employers as well as workers who do not even know that there is such an Act. It deals also with such matters as protection for the worker in all buildings over three stories in height, and calls for the protection of openings and elevator shafts. Although that Act has not been generally applied, I can state from my own experience that in some districts on large construction jobs it has been of great benefit to the workers. It has afforded protection to the life and limb of labour engaged on the building. It would be well if the provisions of the Act were extended throughout the whole Dominion.

There is a call also for the operation of the Workmen's Compensation Act and for the use of certain safety devices. We think that is a good policy. Nevertheless we think more care should be taken to have legislation of this character put in reasonable operation. We recognize that with many small buildings it would be hard for a building inspector to go around and see what kind of scaffolding is put up. In other words, there is necessity for the education of the workers to understand and realize what accidents mean to themselves and their families. It means pain for themselves and loss of pay. An injured worker, if he is compelled to be at home under the doctor's care, has only two-thirds of his weekly income, and the longer he is off work the more serious his position becomes. We would like to see the committee recommend certain fundamental principles which should be applied not only in one province but throughout the whole country. These are the main points which could be discussed with advantage by the committee.

MR. E. LONG, (Regina): I am in a very happy position because on two of the items our friend on the opposite side has dealt with I think we can safely say we are all in accord with him: that is, "Distribution of Labour" and "Industrial Safety." Therefore I shall not dwell on those. But when we come to the item of unemployment insurance I am rather afraid that we will not agree. As a matter of fact that is a very big question which I candidly admit I have not had

sufficient time to study. Consequently if I should say I was for or against it I would be unwise. I merely say that I would have to be shown; but my present thought is this. In a country like Canada every possible means should be tried before we come to unemployment insurance. I am rather of the opinion that there should be some method of employment during the winter which would obviate unemployment to a certain extent. Whether it would take care of it all I cannot say, but in a country like Canada I think we must try everything else before coming to unemployment insurance. However, I am willing to be convinced if I am mistaken, and therefore I am very pleased to be on this committee where it will be considered, because my friend on the other side may have something to tell me which would change my opinion. At the present time I am against it, and I think my opinion is shared by all on this side of the house.

#### DEVELOPMENT OF JOINT INDUSTRIAL COUNCILS

MR. FRANK MAGEE, (Hamilton): I think our experience with joint industrial councils has been satisfactory. The council in Hamilton, composed of a number of men on each side, consisting of five or six representatives of the employers and an equal number of workers, who settle differences in agreements, has turned out very well, and I understand that in other places where such councils have been formed they have had the same experience. I think we will have no trouble in arriving at an agreement on this subject of industrial councils.

MR. FRED WELSH, (Vancouver): When we speak of Industrial Councils we do so with a realization that they mean something in more than name—something in fact. At the last Conference we had considerable discussion on the subject; but, owing to the diversity of the industries represented, it was quite impossible to arrive at any definite conclusion. We did, however, arrive at the conclusion that Industrial Councils should be operated across the continent. That has been done in some cities and found successful: but we have to realize that the employers as a group must recognize the International Trade Union movement on Joint Councils if we hope to have any amicable understanding and to work for the harmony and benefit of the trade as a whole. The reason is that the building industry is so different from factory industry. In the building industry a man is employed for a certain period and makes anywhere from eight to twelve and even twenty changes in the course of the year. Therefore the employers must, if they are to have stable conditions, deal with the organization and not with the individual. It is the feeling of trade unionists that in the matter of representation we should be on an equal basis, and that all agreements should be controlled by the various crafts, and in our estimation the joint councils of industry are purely a continuation of this Conference. That is to say, when we leave here we must realize that we are to carry on the work

and carry out the decisions of this Conference. If we leave without provision being made to that effect I feel that the result of our deliberations here will be wasted.

We will also enter into joint councils with the employers provided there is a sincere desire on their part and on our part to make the thing a success and workable—something that is going to be of benefit not only to the two bodies concerned, but also to the general public who are the third factor in all industrial strife.

MR. J. P. ANGLIN: I intended to make a few remarks after the Minister of Labour spoke just before the adjournment this morning; and, as we are about to close on the Joint Industrial Councils question, perhaps I should clear up a few points in what I said this morning, which evidently were not made clear, especially judging from what the Minister of Labour said. I refer to the question of having some sort of Canadian organization. That idea did not come as the result of dissatisfaction with the International Union. I think I made myself clear this morning that I was not asking or even suggesting that affiliation with American Unions should be broken; but I am sure that those of the Inter-

national Unions who have been meeting with us on Joint National Council Boards have felt that on their side they had no Canadian body to report to, but that each member had to refer to headquarters at Indianapolis. My suggestion was, not that they should disconnect themselves from the International Union any more than we should disconnect ourselves from the Empire; but, following out the suggestion made by the Minister of Labour this morning, when he said that Canadian national unions were a part of the great International Union, just as we are a part of the Empire. But I am sorry to have to differ from the Minister of Labour on one point. We are a distinct unit within the Empire, and all I asked this morning was that some consideration be given to the idea of having a Canadian Union within the International Union. I thought since we were bringing up this question that this explanation was due at this time both to myself and to the members on this side.

I presume there is no further business before the Conference except to adjourn immediately in order that the committees may meet and organize for the work before them this evening.

The Conference adjourned until 2.30 p.m. to-morrow.

# CANADA

## JOINT CONFERENCE OF THE BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA

### OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSIONS

#### SECOND DAY

Ottawa, Wednesday, May 4, 1921.

#### AFTERNOON SESSION

The Conference met at 2.15 p.m., Mr. E. McG. Quirk, Vice-Chairman, presiding.

Mr. Gerald H. Brown acted as Secretary.

The CHAIRMAN: This meeting convenes for the purpose of receiving reports of Committees. I shall be glad to hear from either Mr. Moore or Mr. Anglin.

MR. ANGLIN: Mr. Chairman, it is only to make the suggestion, of which I understand the leader of the other side approves, that at the present juncture, owing to the fact that a number of committees have not been able to reach agreements, that at the present time, we only receive reports, either complete or partial, and that we start with Committee No. 1.

MR. MOORE: Agreed.

The CHAIRMAN: It is now in order to receive the report of Committee No. 1.

##### *1. Existing Conditions in Our Industry.*

MR. JOSEPH M. PIGOTT, (Hamilton): We can only report progress at this stage. The meeting so far has been quite harmonious, and we are making good progress, but we have nothing in the form of a report to submit just now.

The CHAIRMAN: Committee No. 2—Apprenticeship and Craftsmanship.

##### *2. Apprenticeship and Craftsmanship.*

Prof. L. W. GILL, (Ottawa): This Committee has made very substantial progress, and I think another session would complete

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##### **Reports of Committees:**

Costs and Production—Discussion—Report adopted.

Conditions of Employment—Discussion—Report re-committed.

Joint Industrial Councils—Discussion—Report re-committed.

the work. There is nothing very contentious in connection with this work; it is a matter almost wholly of deciding what are the details and setting them out. We have decided with great unanimity on the terms of the indenture for apprenticeship, which is the backbone of the problem, with the exception of one clause. When that is completed the other part of the work will be quite simple.

The CHAIRMAN: Costs and production.

### 3. Costs and Production.

Mr. JOHN GRIEVE, (Montreal): This Committee has really covered the worst part of their work—the details of the factors in building costs. It was felt by the Committee that there was a little misunderstanding in the setting out of the second portion of the costs, that is, the costs entering into the materials delivered on the contract, and therefore the Committee passed the following resolution:—

See page XVI for text of resolution.

We have no further remark to make on the items a, b, and c. The Committee is unanimous in requesting that the Conference as a whole take up the matter of freight costs—delivering material to work.

The CHAIRMAN: Then the Chair understands that subdivision a, which enters into building costs, is agreed upon; that is a unanimous report.

Mr. GRIEVE: That is a unanimous report. I have much pleasure in moving that this portion of our report be adopted by the Conference.

Mr. JAMES F. MARSH, (Niagara Falls): I have pleasure in seconding the motion that this report be adopted, with the recommendation made by the Committee that the discussion of freight rates be carried on by the Conference.

The CHAIRMAN: We will now have the report of the Committee on Conditions of Employment.

Mr. A. FARMILO, (Edmonton): There is a very important matter that came up in the Committee: it is not part of our report, but we decided to bring it before the Conference verbally: that is, the question of freight rates. Before we go on to the next report I believe it would be advisable either to discuss that matter or make some arrangements for its discussion.

Mr. ANGLIN: Might I suggest, as we are likely to focus the work of the Conference on two or three questions, that we proceed with the reports at present and defer the discussion until we get through with the agreed-upon reports.

Mr. MARSH: Agreed.

The CHAIRMAN: The motion now before the House is to adopt the partial report as submitted by Committee No. 3—on Costs and Production.

Mr. MARSH: I would like to draw the attention of the representatives here to the fact that the press this morning in its reports quotes Mr. Carswell as stating that the entire cost of labour on a building construction is 80 per cent. As far as we are concerned, we would like the press to make the correction and get the proper figures as we are submitting them this afternoon in our report on this matter.

Mr. J. B. CARSWELL, (Toronto): The statement that I made yesterday, that we were more or less agreed on in the Committee—we have altered the percentage on a few points—was that 80 per cent of the cost of building was laid at the feet of labour. What I wish the press would get right is this, that some 35 to 40 per cent—we have called it 35 per cent in the report of the Committee—is direct labour by the building mechanics, that is, right on the job; and about another 40 per cent of the labour item is labour over which we have no direct control—it belongs to the secondary interests. In other words, what I want to point out is that 40 per cent of the cost of building should be thrown out of this house, because it does not pertain to us at all; but it is labour, inasmuch as what the building mechanic does influences the rest of labour in the country. Therefore it has a secondary bearing, but only a secondary bearing. The men in this Conference are dealing with 35 per cent of the entire cost of building as representing their labour. The newspapers this morning made the bald statement that 80 per cent was labour, leaving the inference that the building trades mechanic was responsible for 80 per cent of the entire cost on a building. He is not; he is responsible for 35 per cent; but somebody else in the labouring ranks is responsible for the other 40 per cent.

The CHAIRMAN: What paper was that presented in?

Mr. CARSWELL: I read it in the Journal I think, this morning.

Mr. MARSH: I read it in the Citizen.

The CHAIRMAN: Will the gentlemen of the press make note of that correction, if you please?

Mr. TOM MOORE: Mr. Chairman, the statement was made yesterday, without the full explanation that has been given to-day by Mr. Carswell. I think I am correct in saying that the Committee's report states plainly that they do not feel to be in a position to give to this Convention a correct analysis of the 55 per cent which is ascribed to material. Therefore even the further remarks of Mr. Carswell relative to the 80 per cent being labour should not go unchallenged. I state that, not because we wish to say that Mr. Carswell is stating something that he does not believe, but because the figures from which he is working are

open to just as much question as those from which we are working; and the figures from which we are working show that the cost of preparing materials for building industries—that is, electrical supplies, cement, lumber products, lumber laths, shingles, steel products, etc.—that the average cost of labour on these materials is just over 20 per cent of the value of the product, according to the figures compiled by the Dominion Bureau of Statistics. Now I have just as much confidence in the Dominion Bureau of Statistics, who are not a labour organization by any means, as I have in Mr. Carswell, and vice versa. At the same time I do not think that we should even allow the statement that 80 per cent of the 55 per cent in the manufacture of material is labour, to go as the opinion of this entire Conference.

I have some figures here which I think we might take notice of. In the rolling mills and steel furnaces and in steel products—these are the 1919 figures—we find that, with 20,047 employees, \$27,653,000 was paid in wages and salaries, and the value of the product was 209,706,319. Roughly speaking, that is less than 10 per cent paid in wages of the value of the product, which has been charged for as raw material.

In 1918, in plumbing and tinsmithing supplies—from a survey made representing 65 per cent of the industries in Canada, and covering 10,622 employees engaged in that particular industry—\$9,136,367 was paid in wages, and the value of the product was \$41,870,529, showing just a little less than 25 per cent paid in wages, in the manufacture of plumbing and tinsmithing supplies.

Take electrical supplies. We find there, with 8,859 employees in the different industries, that 8,449,841 was paid in wages and salaries, and the value of the product was \$30,045,399, showing again a little under 25 per cent—22 per cent for labour.

We find, taking the general table, that it worked out for both years 1918 and 1919 at approximately the same sum. Taking the totals of lumber, laths and shingles, planing mill products, plumbing, tinsmithing, electrical apparatus and supplies, clay products, cement, and steel supplies, for 1919, we find that the survey covers 7,975 establishments, with a capitalization of \$551,003,303. The total number of employees was 160,303, the annual payment in salaries and wages \$155,826,096, and the annual value of the product \$657,932,766. That, I might state, includes house building; but, taking out house building the figures are that the wages paid were \$122,306,467, and the total value of the products \$563,849,654, which is over four times the wage-roll. Wages were seemingly practically one-fifth of the amount of the value of the product, as shown by the employers themselves. These estimates are not given by

labour unions, but are filled in by employers for the Bureau of Statistics, and mailed to the Department at Ottawa, and compiled by impartial men there. Therefore, with those figures before us, it is hard to believe that 80 per cent of the value of the material is paid in wages.

I am open to admit that there are some charges in transportation, but if we are going to investigate the unit cost of transporting a bag of cement or a thousand brick we are up against a serious problem, because we must realize that brick in many instances is manufactured close to the job, and cement plants are sometimes located very near to the industry. Therefore the cost varies to such a considerable amount that there is hardly a possibility of reaching a common analysis on that basis; and, as has been stated by certain members of the railway board, and some members of parliament, the proportion of freight rates attributable to labour lends itself to so much divergence of opinion even amongst the experts themselves, who apparently can find figures to make anything that they like appear to be the truth, that I do not think we can accept as accurate either Mr. Carswell's figures or any other so far as the cost of that item of labour is concerned. We have the Montreal Gazette's experts pulling it all to pieces and telling us that no one knows anything about it. I want to explain that fully because there is a theory throughout the country that the resistance by workers to the modification of wages is directly responsible for 80 per cent of the cost of building.

There is one other factor that I would like to mention particularly, though it has not been dealt with by the Committee. We must realize that a building is not only the bricks and mortar; but you must put it somewhere; you cannot carry the average building around in your pocket; you must have a location for it, and the price of that location is fixed usually by the real estate men or the owner on the total amount that the investment will allow—a reasonable return in rentals, less the value of the actual construction of the building. And we have no guarantee from any real estate owner that even if labour and material could be wiped out of existence and given for nothing, the value of that investment on any particular location would not still be just as high as what would allow a certain fixed return on the investment. We have to take cognisance of these facts before we blindly declare, either to a home builder or to a commercial investor, that the whole responsibility lies on the building industry for the present stagnation in our industries. It seems to me that the report of the Committee is perhaps a little lacking in that respect; but, whilst drawing attention to it, I have no intention of voting against the acceptance of this report, because I believe the report is, actually speak-

ing and not discolored by other explanations, as near as we can get to a unanimous agreement in such a complicated matter. It would need lengthy investigation to take up the other factor; but we are nevertheless justified in saying to the public that the contractor's part of the cost of building and the labourer's part are only two factors out of three—that the third one is as yet uncontrollable, that is, the land value, which is fixed according to the location of the property and the revenue which can be derived from it.

MR. CARSWELL: I do not want to be personal, sir, but I absolutely object to what Mr. Moore has said, for two reasons: first of all, because Mr. Moore was not at the Committee, and, secondly, that Mr. Moore has obviously—and I cannot help feeling that he does it intentionally—missed the entire point of these statistics. Mr. Moore started out by instancing the rolling mills and steel furnaces, and giving the figures published by the Bureau of Statistics. We will take those figures as correct. He states that the wages, in round numbers are \$27,000,000 and the value is \$209,000,000, and therefore he says the labour is 10 per cent. Dealing with the figures supplied me by Mr. Moore, I notice an item in the production of steel of \$135,000,000, which represents the cost of that material. Now, what is the cost of materials? You cannot take one column of figures and jump to the third column and arrive at a correct analysis of labour costs. We must face these facts and endeavour to find out what is the cost of that second column—the materials. You cannot tell me that the wages paid in connection with that \$135,000,000 paid to the people that own that steel would not lead us practically to 80 per cent again. I don't care how you get around it, you cannot get past the figure of 80 per cent; it costs at least 80 per cent in wages to get that material to the rolling mills and steel furnaces. Now, if you add together \$27,000,000 and 80 per cent of \$135,000,000, that is all labour. Then take your \$27,000,000 and add it to \$135,000,000, and deduct it from your total value of products, and you are left with an item of \$57,000,000. But even that is not the cost of material; that is the cost of material plus overhead charges, and the cost of transporting that material from the mine onto the job. These very figures give you, if you will analyse them, about 87 per cent on the straight material charge; and I say that Mr. Moore knows better, and I do not think it is just to this Conference that he should not give the figures. He instances clay products: \$6,500,000 is the value of the product. \$2,500,000 salaries and wages, and about \$500,000 is placed as the cost of material. Now, suppose we grant you everything and say that the cost of material is true, you have \$2,500,000 of wages and \$500,000 in material, and if you deduct those from the \$6,500,000 you have left

\$3,500,000. What is that \$3,500,000? It is freight, for one thing, and it is interest on invested capital, \$22,000,000, which you should at 6½ per cent, as we all agreed in the Committee, of which Mr. Moore is a member. But in order not to get into any subject that we know little about, or that would bring up a tremendously long argument, let us discount the 6½ per cent entirely, forget about the interest, and you have \$2,500,000 in wages and \$500,000 in material, and the balance, \$3,500,000 coincides almost exactly with the cost of freight on clay products, for, it is a well-known fact that in Ontario the average freight charge on a thousand brick is somewhere around \$5.00. Here is an actual instance, handed me this minute, from Medicine Hat. Cost of the brick in Medicine Hat, \$18.00; freight from Medicine Hat, \$7.92. That is where half of a million dollars go. That is freight. Suppose we take two-thirds of the freight as labour, then Mr. Moore will find it is 80 per cent again. You cannot get away from the 80 per cent being the cost of labour in this country, whether it is building or manufacturing or anything else. I instanced this morning the pulp and paper industry; their analysis showed 81 per cent. Take other industries and analyse them separately, and you will find it is over 80 per cent. I have figures in the building industry, which I produced in committee, to prove that there has not been a single figure put forward to show I am wrong; and, instead of the report that we agreed on, which is a compromise report, I still maintain that 80 per cent represents the true cost of labour in any building that is put up in this country. Therefore labour is responsible for 80 per cent of the cost of building, and we agreed that the gentlemen in this Conference are responsible for 35 per cent, and the balance is labour outside of this Conference.

MR. MOORE: I do not want to abuse the Committee, but I have some figures which hardly coincide with what Mr. Carswell has just said. In the miscellaneous figures we find how the factories work. Machinery is put at \$15,840,000; insurance premiums, \$13,500,000; royalties and use of patents, nearly \$3,000,000; taxes—municipal, provincial, and federal—\$45,000,000; I suppose that is the extra profits tax, which at the particular time was included. We find travelling expenses and advertising expenses, another \$23,000,000; a total of \$100,000,000, which is far more than the 20 per cent which Mr. Carswell is willing to leave on raw materials for all that cost, if you will figure it up. I stated fairly that this was a big subject, but until some of those items are explained I am not prepared to accept off-hand, or to dispute, Mr. Carswell's private analysis. But apparently experts differ when it gets to analysing this subject, as you go back into the exact proportions that must be taken when the profits are deducted. Look at some of the manufacturing companies—I am

not speaking of building—and see the returns of their dividends for the past two or three years, and I think you will agree that there has been more than even that 20 per cent difference between cost and the value of the products that has been shown as dividends, and it has appeared as unearned increment, and some of it has been turned back to additional plant. In addition to that, as to the insurance premiums and other matters I have quoted, that are not labour, I am not yet convinced that Mr. Carswell has given a correct analysis.

MR. F. W. DAKIN, (Sherbrooke): I have some figures here from personal experience as a lumberman. We have a small limit near Sherbrooke where we cut some spruce last summer. Last Saturday I sold 30,000 feet of that spruce to a man who wants to build a house at the price of \$49 a thousand feet, board measure, delivered at his house. The actual cost of that lumber to us was \$41 a thousand. Now, we owned the limit, and we paid \$6 a thousand feet stumpage. We hired the men to cut that wood and draw it to the mill. We had it sawed in the mill. We hauled it down to the railroad. It was put on the cars at Sherbrooke, and it was placed on the siding and hauled to the job by teams. Now, out of that cost of \$41 the following should be taken: \$6 stumpage; out of the sawing cost, which was \$7 a thousand, may be taken as overhead on the saw-mill, that is, capital invested, insurance on the saw-mill, and figures of that kind. Take out the freight, \$2.50 a thousand—some of that is labour, as you will admit, but take it all out; out of the cost of dressing, \$3.50 a thousand, take a dollar for the mill's overhead and profit. All those overhead figures added together come to \$11.50. Take that \$11.50 from \$41.00 and you get \$29.50 left as the actual labour in that lumber. That lumber was sold to the man who was building a house, for \$49.00. \$29.50 divided by \$49.00 gives you very close to 60 per cent as the actual labour in the lumber. Now, we sold that lumber in competition with other lumber dealers in our district. That means that we got all the profit we could, and what we got is not a fictitious figure, but it is a figure in competition; so it is fair. I think that is a concrete example of the proportion of labour in the lumber that is sold in the province of Quebec to-day.

MR. MOORE: Is that 80 per cent of the cost? Is \$29.50 for labour 80 per cent of \$49.00?

MR. DAKIN: 60 per cent.

MR. MOORE: That is one to score.

MR. CARSWELL: There is no use in discussing this in Conference. Mr. Dakin says he will take freight entirely out and not call it labour; but that is foolish from Mr. Dakin's own point, and the workmen's. I think he has been very, very conservative—yes, and liberal; but the point is that these matters are going to be thrashed out. I have before me three

samples from the biggest lumber companies in the country, showing the figures ranging from 82 per cent to 87 per cent. If you take that average with 60 per cent you will find it runs pretty close to 80 per cent all through.

THE CHAIRMAN: Does the meeting understand now that the report is being accepted?

MR. MOORE: If we have a vote on it.

THE CHAIRMAN: Then the explanations are simply explanatory?

MR. MOORE: Sure.

The motion to adopt the report was agreed to.

THE CHAIRMAN: The next report is No. 4, Committee on Conditions of Employment.

#### 4. *Conditions of Employment* —

MR. TOM WOODS, (Toronto): This committee makes a report on two items; one item is left over for further consideration. The first recommendation was passed unanimously. We did not agree on paragraph (b), unemployment insurance as the employers wished to have further information, and the matter will be deferred for their consideration. I move, on behalf of the Committee, that these two recommendations be accepted by this Conference.

(For text of report, see p. xviii.)

MR. E. LONG, (Regina): I will second that motion.

MR. J. WINNING, (Winnipeg): I wish to suggest that the item of Industrial Safety be taken up by compensation boards. In Manitoba we have a Bureau of Labour, also a Bureau of Experts. We have built up that organization from a \$6,000 proposition to \$70,000 or \$80,000. That Bureau administers 7 acts, all dealing with the question of safety. It deals with them apart from the Bureau of Labour. We have experts who, under the guidance of the Bureau of Labour, make examinations in the industries, and make recommendations for the protection of life. In Manitoba we have a number of experts that come under the Bureau of Labour, which is in connection with the Works Department.

MR. WOODS: I might say that that phase of the question was fully taken into consideration, but the position the committee arrived at was that where the provinces are under a Workmen's Compensation Act the safety appliances should be under the Workmen's Compensation Board. In Ontario they have an Act for the protection or safety of buildings, but the position is that they don't carry it out. Where there are building by-laws they are enacted by municipalities, and while cities carry them out pretty fairly, in other cases they are apt to lapse. For rural districts an Order in Council is supposed to be passed by the Lieutenant Governor, but this is very rarely done. He is supposed to appoint inspectors of buildings. We would like that Act to be carried out in its entirety; but seeing that the question of Workmen's Compensation is a corollary of the protection and safety of building construction, we think the whole matter should come under the jurisdiction and control of the Workmen's

Compensation Board. Then we say: "In the provinces where there is no provincial insurance, that the Provincial Governments take over Workmen's Compensation Insurance and pass suitable legislation." That would mean that where they have not provincial insurance we suggest that it be put in operation and be recommended to the Board. The special committee have given the matter serious consideration, and have adopted their report unanimously.

MR. JOHN PUTHERBOUGH, (London): I am a member of that Committee. Mr. Winning evidently takes a little exception to our proposal. I just want to make a little explanation. I am from Ontario, where the Workmen's Compensation Act is in vogue. The employers of labour are just as anxious for the safety of the men as are the labour men. I hope we are, anyway; if we are not, we ought to be. Workmen's compensation is the result of an accident or injury. In Ontario we pay \$1.50 for every \$100 of wages we report to the Government. If a workman is injured we make a report to the Government, the injured workman and the doctor also make reports to the Government, the Workmen's Compensation Board administers his remuneration and wages, and we pay the doctor's fees. I was at first opposed to the Act, but I have come to believe that it is the best thing for a municipality; and I also think the enforcement of legislation to prevent those accidents rightly comes under the jurisdiction of the Workmen's Compensation Board. I don't see why we should have any other legislation or machinery for the prevention of accidents than such as the Workmen's Compensation Boards can enforce. We think the present legislation for the prevention of accidents is good, and that the Workmen's Compensation Act is a good thing. I believe the workmen will agree with us in this, and the builders and employers of labour are satisfied. Quebec, Saskatchewan, and some other provinces, I believe, have not inaugurated it yet, but I think they will find it the best thing for any country to have a Workmen's Compensation Act operated by a Board appointed by the Government, and also to have devices for safety operated by the same Board, because they are taking care of the injured.

MR. BEN SIMMONS, (Victoria): British Columbia welcomes the Compensation Act, which provides for meetings between employers and employees. Those meetings are duly advertised, and the results thus reached become part of the Act. That is provided for under the safety regulations of our Workmen's Compensation Act. Owing to the condition of public opinion in British Columbia, we think it is far better to have all inspectors who have anything to do with public safety come under the Compensation Act. They are not all under yet, but many of them are, and the Board itself, with the assistance of organized labour there, are working with that end in view. In fact, it has reached that point that when a boiler inspector goes out into the jungles there to inspect a boiler he acts as a factory inspector, to see that the appliances are

in proper shape and that there is no undue danger from the equipment. We have found that plan very satisfactory, and it has been extended to the boiler inspectors, and all inspectors under the Safety Department will come under the Workmen's Compensation Board. This will tend to cheapen the administration of those various acts, and also make them more efficient, because, instead of having a boiler inspector inspecting a boiler and then returning, followed by a factory inspector taking a trip along the upper coast, the boiler inspector will make the factory inspection at the same time.

MR. GEO. GANDIER, (Toronto): In this case the idea is that the carrying out of the Committee's proposals will not add any expense to the building industry. In Ontario we do not want to be burdened as the manufacturers are. You understand that in Ontario the Government have a system of inspecting, and the manufacturers also have one under their Accident Prevention Association, and the one almost overlaps the other. That condition would mean an added cost to our industry. The Ontario Act says that they shall appoint various inspectors to safeguard accidents; but while that might be enforced in connection with some interests, it could not be put on through the whole province. As far as we are concerned, we would only look for a man to do a certain amount of educational work to prevent floor-line accidents, and not scaffold accidents. If we were to have a proposition as to inspectors, such as the party on the other side want, the Lord knows the accidents, as far as we are concerned, would be terrific. The scaffold accidents do not affect this case as much as the floor accidents, and for Ontario at present I do not think it would be good policy to change as much as we are doing. A year ago we passed an Act for a preventive association, and it was satisfactory at that time, but not as satisfactory as the Compensation Board. I expect that in another year another vote will be taken, and that an Inspection Board will be formed in Ontario to take care of all that class of work. We do not want to enter into any scheme in Ontario that will add a dollar more expense than we are now carrying. The other provinces may do as they like, but we want to leave Ontario out, because our Dealers' and Contractors' Association will take up this class of work and relieve any of the trouble that has been spoken about.

MR. E. INGLES, (London): As I figure the report of this Committee, I do not see that it is an attempt to foist more restrictive laws on the building industry. What I do see is an effort at co-ordination of existing laws, and their administration under one head in each province. If I am wrong the Committee can correct me. It appears that in the various provinces of the Dominion the safety laws are applied in different manners. I believe that in Ontario, New Brunswick, and Alberta, some of the Acts are administered by the Workmen's Compensation Board. In Quebec and Manitoba they are administered by the Secretary of the Bureau of Labour under the Minister of Public Works.

From my experience I think the best system of co-ordinating all the safety acts and administering them is followed in the province of Manitoba where the safety laws are placed directly under the secretary of the Bureau of Labour acting under the Minister of Public Works. If we were to co-ordinate under one head two or more acts which may overlap or conflict, we could eliminate the conflicting or overlapping elements, and I believe that the industry would be less trammeled than it is now.

MR. CARSWELL: I have not the least doubt that if the gentlemen on the other side would drop their work, as far as the Ontario Government is concerned, the Manufacturers' Association would gladly take up that class of work and carry it out; but I am told that would not meet the views of our friends on the other side: what they have they will hold.

MR. WOODS: Why should we make an exception of the province of Ontario? We are taking hold of the whole building industry of Canada, to see if we can co-ordinate our efforts for the safety of workmen. If the Safety Acts and the Workmen's Compensation Acts were made the same, with the same Board administering, the same appointing of inspectors of buildings, there would be very few accidents to be paid for. We believe in safety first, and that prevention is better than cure, or than paying the bill in the shape of wages. When the injured workman needs money the most, he gets the least. We should have more power in seeing that safety appliances are put on buildings, so that compensation would not be required. (Applause).

MR. ANGLIN: I think that, on the whole, this report meets with the approval of the employers, from the discussion we have heard. I would just like to ask a question or two, or perhaps rather make a request for a still further consideration of a couple of phases under the first portion of the report—distribution of labour. I concur in all that is contained in this report, but there are other points on which, it seems to me, the Committee should report. Under the head of employment service, I notice that they say:

We suggest that individual contractors, when requiring any additional employees, apply for same to building trades organizations or Government Bureaus in their respective localities.

I think that possibly it would be a good thing in the larger centres if the building trades organizations reported to the Government Bureau, so that they would have any available information at hand; and if they wished further information they themselves would go to the building trades organizations. I think this is done at present to a large extent, and perhaps the Committee would approve of that as being an understanding, so that the employer, when he applied at the Government Bureau, would be satisfied that he would have the information from the building trades organizations.

The other point is with respect to transportation and board of the mechanics transported. The question often arises among the employers as to what should be determined as satisfactory to the unions with respect to the question of board. Suppose you take a case where a contractor needs 20 men in one city, and is obliged to bring those from another city. In any case he pays transportation to that place and back, and for that limited period at least he should pay the board of those men in most cases. But suppose there are a good many other men in the same trade in the city, and that all are receiving the same wage, will we have it as an understood principle that for the limited time no objection whatever will be raised to the mechanics who are brought in receiving this boarding allowance? We have such cases quite frequently. It naturally follows that the man who is given his railway fare and his board, as well as equal wage with the local man, is apparently getting more; and I think that this Conference ought to approve of some general policy on that point.

Regarding the last point, industrial safety, I wish to say that I think the action of the Committee is very wise in suggesting that we have joint committees to supervise this work. If that could be done I believe it would be a good thing, even in Ontario. The point that I think some of our speakers wished to emphasize was that while we as employers would like to take advantage of every means, within reason, to secure the safety of our men, at the same time we must appreciate the fact that building is a precarious business both for the employer and the employee, and there is a limit to which we can go in safety appliances. When you consider the cost of building, this should be kept in mind, that if possible the safety appliances adopted should be of standard nature, so that the cost of the building would not be very greatly increased.

THE CHAIRMAN: The report has been presented has been moved and seconded, and is unanimous on one or two points. The discussion indicates that the report should be referred back to the committee.

MR. MOORE: No, there is no motion to that effect.

THE CHAIRMAN: The report was received and discussed, but the discussion suggested to my mind that it be referred back to the committee. Am I correct in that? (Voices—"No, No.") Then the Committee, No. 4, reports unanimously on section a, distribution of labour; section b was referred back for further consideration; section c—industrial safety—is agreed on. These are three articles. The motion is to receive the report.

The motion was agreed to.

MR. ANGLIN: The motion is adopted?

THE CHAIRMAN: Yes, adopted. We will now have the 5th report—development of Joint Industrial Councils.

## JOINT INDUSTRIAL COUNCILS

MR. JOHN DOGGETT, (Toronto): Read following report and moved its adoption. (For text of report, see page xix.)

MR. FRANK MAGEE, (Hamilton): I have much pleasure in seconding the motion.

THE CHAIRMAN: Is there any discussion?

MR. ANGLIN: Is this the final report from this committee? Have they any further work?

MR. DOGGETT: I might state, answering the question, that the committee considered the advisability of submitting to the Conference a brief outline of a report showing the problems dealt with by Joint Industrial Councils. It was known that the report outlined the salient and vital principles of the Joint Industrial Council, and it was understood that the report would cause certain discussions. The question of bringing in a sample constitution and by-laws was also discussed, and the committee were of opinion that that should be left for the Joint National Board to consider, taking the constitutions at present in force in several places where Councils are functioning, and leaving it to their wisdom to select the best points out of the several constitutions that exist in order to frame a sample of by-laws and constitution.

MR. ANGLIN: The Conference has already referred these things back to the National Joint Board for the preparation, say, of a standard constitution; but the time of that Board is very limited. They have been endeavouring for some time to get together this standard constitution, and I feel very strongly that while we have a good, efficient committee working, and they certainly have time, they should endeavour to bring into this Conference what they consider the best constitution for a Local Joint Council. I feel that if we are going to extend local Joint Councils, the chief means of such extension will be this Joint Conference. The first question we always get is, "What is your constitution?" And we have no standard. I therefore move that we receive this report, but ask the Committee to bring in a report on a standard Constitution for Joint Industrial Councils.

MR. INGLES: I second that motion. I happen to be a member of the sub-committee of the Joint Councils Board who were entrusted with the duty of bringing in the standard set of rules or by-laws for local Joint Councils. On account of conditions over which we had no control that report has not come in. At the same time, I feel that while we have men here from all parts of the country, representing both sides of what will be these Joint Councils, it would be much more advisable to have some form of standard rules and regulations brought before them, so that they would know what it is, rather than, that it should come before the National Board, which comprise a very small number of men. I feel that much more would be accomplished by having that matter brought before and passed by this Conference than would be obtained by having it passed by the National Council Board.

Therefore I take much pleasure in seconding the amendment.

MR. DOGGETT: I might state that the Joint Committee considered this phase of the question very fully, as to whether it was advisable to submit a draft constitution and by-laws for the consideration of the Conference, which might recommend it to the new Conference that might be formed if the general report were accepted. We found on investigation that the four or five Councils already in existence have very similar constitutions and by-laws; in fact, they are all based on the constitution and by-laws of the Toronto Joint Council that was formed in March, 1919. There is a slight difference in the phraseology in some cases, but the meaning is just the same. There seemed to be a general opinion in the committee that it was not necessary to change the constitution and by-laws of the existing Councils very much. But if it is the opinion of this Conference that the matter should be referred back to the Committee for a report, it might be just as well, while the Conference is in session in Ottawa, to have the constitution endorsed by the General Conference rather than referred to the National Board. That is a matter for consideration of this National Conference.

MR. MOORE: The committee in the last clause says:

(e) Your committee recommends that the National Joint Council consider the advisability of applying the principles of the Industrial Conditions Act of Manitoba to the other provinces of the Dominion.

I take it that that clause refers particularly to cases where voluntary Joint Industrial Councils of the Building Industry itself have failed to deal with a problem; —that then there should be machinery in a province similar to the Industrial Conditions Act of Manitoba, to which those grievances may be referred for final settlement. I assume that that is probably the intention of the Committee. I wish to make that inquiry. In regard to referring back to Committee the compilation of a standard constitution, I am somewhat in doubt as to the advisability of this Conference attempting to deal with that matter. There are a few Industrial Councils instituted in some parts of Canada in the Building Industry. Those who have had experience with them know that it is very difficult to find out exactly their weaknesses by just reading their constitution, and I am of the impression that if this matter were referred back and dealt with, possibly some well-intentioned people on both sides of the house who had not had practical experience of the workings of Joint Councils might produce a theoretical constitution rather than a practical one. It seems to me it might be possible for the National Conference Board itself to invite the already-established Industrial Councils to send a certain number of representatives to a given point in the near future to relate their experience in the working of those Councils. That might be advisable, rather than leaving it to those who are gathered here to-day, and who in many cases have probably had no experience. I

suggest that thought be given to that feature before the vote is taken on the question of referring the matter to the Committee.

THE CHAIRMAN: I do not wish to usurp my privilege as Chairman, but I would like for a moment to speak on this question along the line of this report. I discern somewhat of a disappointment, in a very peculiar sense. I had thought—and I am speaking, not as chairman of the Board, but as one who has some little connection with Industrial Councils—that a fuller discussion would have emanated from both sides of the house on the question of Industrial Councils, which has engaged the attention of manufacturers and employers, and also employees and labour organizations, throughout the whole of this Dominion and the commercial world. There has usually been unanimous opinion on the advisability of establishing Industrial Councils. There have also been objections raised, from both sides; but the Department of Labour, following up the result of the Conference that was held in 1918, where it was unanimously resolved that Industrial Councils should be established, has done some very excellent work in obtaining reports and information on this matter. Now, in a great Conference like this, representing labour and capital, and industry generally, one would think that a very full discussion would emanate from both sides of the house as to the value of such councils. It is quite true that your Committee have been unanimous on it; at the same time, it looks to me as if there is a little cold water on it as though delegates merely said, "We will pass it anyway". Speaking personally, and on behalf of the committee in general, I think there should be a very full discussion of the matter as to what advantages these views have been derived from Joint Industrial Councils, and what are the disadvantages. I express these views on my own behalf.

MR. ANGLIN: Mr. Chairman, I wish to express my appreciation of your remarks. I had very much the same feeling when I moved the amendment. I know that in some quarters there is serious objection to Industrial Councils, because they are misunderstood; and I thought that the adoption of some standard constitution, and also the adoption perhaps of a general program of work, included, so to speak, as part of the duties of a Joint Council, would be a splendid thing to be brought before this Conference. For example, there are a great many employers in all industries—I know there are many in our own—who believe that Joint Industrial Councils are set up for the purpose of adjusting wages; and they seem to think that that is the only purpose of such Councils. In our industry, I understand, in most centres where they are working, the Councils really have very little to do directly with the setting of wages. It is rather the settlement of disputes after wages are determined. Now, are we going to accept that as a basis of Joint Industrial Councils? If so, can we have it embodied in a constitution? There are many other questions that are open in the minds of employers of this country, and I think that we owe it to ourselves to ask this committee to

bring in this draft constitution, as well as any other rules of regulations they may suggest for the working of those Joint Conferences.

MR. FRED WELSH, (Vancouver): The report did not include the constitution, for one reason, that in my estimation it is unwise to bring down any set constitution that shall govern a district as large as Canada in the matter of Joint Industrial Councils. I agree with Mr. Anglin that such Councils are not for the settling of wages, because the building industry in the Dominion of Canada is largely cut up into sub-contractors; while the mass of builders or contractors do a certain portion of the work, the other work is done by sub-contractors. In the majority of cases electrical workers, plumbers and steamfitters, glass workers, etc., are generally sub-contractors. Wages and conditions must of necessity be arranged and arrived at by the organizations of master contractors and journeymen on both sides. Therefore the work of a Joint Council is not to set wages. In fact, I think it would be presumption for any Joint Council to take the stand that they could fix the wages of a trade that was absolutely foreign to their own particular line. But the idea of Joint Councils is to interpret the spirit of agreements, and to continue the trades so that there will be harmony among all branches, so that one organization is not going out on strike at one period and another at another period, making a continual break in the work of the building industry. I have been a member of one committee for three years, and wages are only discussed at definite periods set forth. We meet once every month, and the balance of the time is taken up in discussing conditions of welfare of the industry as a whole. Now, I would respectfully submit that any objections to the scheme of Industrial Councils has generally emanated from the employers' side. Possibly as Mr. Anglin said the Council is not understood; but I feel that we on this side of the house fairly understand the workings of an Industrial Council. If any employers do not feel that they are sure of the duties and the value to the industry from those Councils, now is the time to bring their objections forward, or to get enlightenment on any matter they do not at present understand. As I said yesterday, it is too bad if we are going merely to sit here and bring in reports and accept them, and when we leave here forget that they were ever adopted. If we have to travel for five or six days each way to get to the place of these discussions for the purpose of staying a few days in the interests of our industry and the men we represent, then I feel that we should continue the work we have decided on here; and in my estimation the Joint Industrial Council is the only method whereby the work that will be done at this session can be carried to completion. From my experience in Industrial Council work I feel that it is one of the finest things that has ever been brought out, in the interests both of the employers and the workers as a whole, especially in the building trades industry.

MR. THOMAS SHARPE, (Winnipeg): I thought that probably a little mention of the working of the Manitoba Act would be in order. What

the last speaker has said is correct in our case; the Joint Committee which has been appointed by the Provincial Government of Manitoba has not been for the setting of wages, and has never claimed that function. There have been several cases of dispute brought before the Joint Council. Sometimes we have the Joint Council ruling against our side of the house; sometimes it rules in our favor. If our case is right they will rule in our favor, and if not they will be against us. The last case before the Joint Council was not one of wages. Dr. Gordon, better known as "Ralph Connor," is chairman of the Board, and he said it was not the intention of the Board at any time to interfere in the setting of wages or in any way to act in an arbitrary manner. If the organized builders—whether you call it the Builders' Exchange, or whatever you call it—and the labor organizations cannot agree, they place their case before the Joint Industrial Board, who discuss the matter and give a finding. They have given several findings which we found very valuable. In one case in the spring of 1920 the Builders' Exchange of Winnipeg entered into an arrangement to give a preference to the International Union Carpenters, but the Company concerned discriminated against that International Union, before and when the question came before the Board, they gave a finding against that Company. As far as I know, the Industrial Council of Manitoba is very acceptable to both sides. In another case, where a theatre was being finished, a discussion arose between the plasterers and bricklayers, and the plasterers very foolishly laid down their tools and went off the job. The Industrial Council ruled that that was a very bad thing to do, as it was punishing the owner and not the contractor, and they decided that the men should go back to work, which they did. We think our Manitoba Council is a great benefit, and it can do good service. I believe that if possible it is advisable to form such a body, although if we keep on at the rate we are going we will have more Government officials than anything else (laughter).

MR. J. H. KENNEDY, (Toronto): As a member of the Joint Industrial Conference Board I am of opinion that if that Board is to be of any utility it must certainly have some machinery by which to work. I know of nothing that would prove more effective in societies generally at present than the constitution and laws adopted at the institution of that Board. President Moore, on behalf of the Labour movement, and President Anglin, on behalf of the National Contractors' Association, at the time outlined, according to their delegates, at the meeting which resulted in the formation of the Joint Industrial Council Board, what their duties were. We recognized that wages was not the only issue in connection with the functions of that Board, but we are living to realize that in order to make the Board the success that was originally anticipated it must have some machinery, and the National Association of Contractors must put themselves in some position whereby they will have at least the same control over their subordinate organizations as the labour side has over theirs. It has

been said that there are many points that must be settled, but in the absence of machinery, we cannot commit the parties to anything. We have met about six times since organization, and we have done splendid work which will benefit men on both sides of this house, but at present a condition prevails in some cities where some subordinate organizations are in operation that would not exist if we had the proper machinery, and at least the conditions would be alleviated, by the efforts of our Board. I was inclined to agree with delegate Doggett, Chairman of this Committee, that perhaps this would be a good place and proper time to formulate a constitution and by-laws for the government of Local Industrial Councils, but after President Moore had spoken, I felt that perhaps this time might not be opportune, as the excuse might be made that we did not have ample opportunity either to draw up or discuss a code of by-laws. I agree that if this Joint Industrial Council is going to exist further and carry out the work that it purports to do, it would perhaps be well that a committee representing the Joint Industrial Councils that already exist should discuss a constitution and by-laws for the government of subordinate bodies. I do want to emphasize, however, the importance of having some by-laws to regulate the subordinate bodies that are subject to these National Building Industries, so that we might not have the chaos that prevails in some interests in the Dominion of Canada, particularly in the province of Ontario at present.

MR. CARSWELL: I think there is a little misapprehension about these by-laws. What is required is not a hard, ordinary set of by-laws that will be final and binding on all parties throughout Canada. All we want is a sample set of by-laws, so that if any one writes to the Department of Labour or to our Association or to your headquarters enquiring about Joint Industrial Councils, all you have to do is to send out this pamphlet and say: "There are the lines on which they are formed; suit that to yourselves and your local conditions." The bare fact is that Mr. Ingles and I have been asked to prepare these by-laws. I heartily endorse the suggestion of Mr. Anglin that the Committee who have been sitting on this question should give us the benefit of their advice.

MR. MOORE: Have you the report of that sub-committee?

MR. CARSWELL: No, we are just now waiting for information, but the committee is going to be working all day to-morrow, and I do not see why you fellows should have a holiday.

MR. A. MARCEL, (Montreal): I would not have said anything on this question, only our Chairman seemed to be somewhat alarmed, and seemed to invite some discussion. I was quite satisfied when I did not hear anyone speaking from the other side of the house, because when they don't agree with something we generally hear from them. So I took it for granted, that they were heart and soul in full recommendation of this; therefore I didn't think there would be any discussion. However, I am one of those who

believe in the organization of Industrial Councils. I only deplore the fact that there are not more of them. I favor a uniform constitution, because as those Councils will have very little to do with wages, which is the only contentious question, their functioning should be as uniform as possible; so that once we are familiar with the workings of one we will be familiar with them all. Seeing that labor men and some of our employers do business all over the country, I think it would be well to have a uniform constitution for those Industrial Councils. Speaking for labor, I know, that we have agreed to ask the different Governments to make uniform and codify the laws of the country, so as to get similar conditions as far as possible, in order that when we become familiar with one law we will know them all. As to the suggestion that the Industrial Council Board should invite representatives from the different Joint Industrial Councils that now exist, it must be remembered that that Board is a body without any means, and that delegates who would be asked to come to Ottawa or some other central point would have to do so at their own expense, and therefore they might not feel responsive to the call. I for one have failed yet to see a dollar, and if I have not seen it there must not be any around (laughter). Our Joint Industrial Council is apt to be loosely run, mostly on good-will; therefore I feel that such a call if sent out would not get much attention. I believe that at this Conference we have men of experience and good-will who could very well draft a Constitution, and we could adopt it here, and it would be more convincing and have more influence on the local Industrial Councils because it was the action of more than 60 men who have come from all parts of the country, than it would have it its issued only from the Industrial Conference Board, composed of only ten men. I would therefore favor Mr. Anglin's amendment to have the matter dealt with by the Committee here.

MR. GEO. A. CRAIN, (Ottawa): I am a member of that Committee, which up to the present time has not done a great deal of heavy, hard work; and, as Mr. Carswell thinks we should do that work, I am willing to take it up and bring in a constitution, and a set of by-laws, that may be useful for other cities to use. We have had an Industrial Council in Ottawa for two years, our constitution being copied largely from the Toronto one, and it has worked very successfully indeed. Last year we had some 16 different meetings, and in that time took up eleven different disputes, nine of which were settled without any independent chairman whatever. We had a chairman appointed, but he is very difficult to get at certain times; and our men were so reasonable that when we sat down around the table and talked over the matters in dispute we had very little difficulty in settling them. I think there were only two disputes throughout the year that required an independent chairman. In one of them we had an independent chairman appointed by the Department of Labour, and in another one we had an intelligent gentleman in Ottawa who acted as chairman, and he arrived at a very satisfactory conclusion. We never

attempted to deal with the question of wages at all. That is left entirely to another committee. We feel that that is altogether outside our province. But in those little disputes that are likely to arise between different trades and the employers we have found this Council very beneficial indeed. In fact, on two or three different occasions the dispute did not affect the employers at all; it was between two unions that were employed on a building, in regard to the classes of work that should be done by those men. If it is the feeling of this Conference, the Committee are perfectly willing to go over this whole matter, and I don't think it will impose a great deal of hardship or work upon them to bring in draft by-laws and a constitution and submit them to the Conference.

MR. J. W. BRUCE, (Toronto): I only rise to speak in connection with the word of alarm that the Chairman has issued. As one who has at least endeavoured during a number of years to assist in bringing about the adjustment of industrial relations. I feel that there is something in the back of the head of the Chairman which a number of us should be conscious of. I have worked for a long time, along with others, in trying to have this lion and lamb lie down together, and it seems to me a very hard proposition.

MR. ANGLIN: Which is which?

MR. BRUCE: It is the lion.

MR. MOORE: The outside one is the lion.

MR. BRUCE: Order is as vital to humanity as liberty itself, and anyone conscious of the great economic changes that are taking place realizes that if we are going to make any real advancement we must endeavour to be big men—big, unselfish men, if the term might be used. I have labored along these lines during the period of the war; I was chosen by the Government on a couple of important commissions in that connection, particularly on the Appeal Board, and had the opportunity of studying the problem not only as it confronted us in our particular industries, but in a number of industries; then, later, on the Industrial Relations Commission. One of the conclusions in the report of that Commission was that Industrial Councils might at least work some good in industry; but there seems to be an antagonistic spirit developing right across this continent to the adoption of Industrial Councils. Why this should be I do not know. For the last year I have sat along with other representatives of the workers and the employers, attempting to work out some solution of the problem. We have not been successful, and it is no use continuing it, because in some of our largest industrial centres the employer of labour has absolutely, resolutely, refused to recognize any of the men or any of the officers, and do not seem to want to give consideration to the findings. We drew up a proposition dealing with the apprenticeship problem, and I find that two English papers have copied the proposition and are propagating it. The monthly report of the United States Bureau has copied it. Two or three large papers in this country have copied it with the view of propa-

gating it; and yet I know one or two instances in which, the builders' exchanges have turned the proposition down cold without any consideration whatever. Realizing, probably, that there must be a certain amount of co-operation and discipline, of course the question resolves itself into this: who is going to apply the discipline, and will they have power to apply it?

Industrial Councils in some branches of industry have not worked out successfully as far as the workers are concerned. Still, in view of that, you find men sitting here to-day with that knowledge in our minds, willing and ready to extend the experiment to the building industry, hoping at least by that process that we may bring about some adjustment of the conditions existing in that industry. There are only three or four cities that have attempted the experiment. The worst condemnation, to me, at least, is the fact that to-day two of those cities are in the throes of an industrial revolt; there are strikes in Hamilton and Ottawa. Can we adjust them through the process of an Industrial Council? I think so, if we tackle the problem; but if everybody is going to dodge the issue they are never going to get anywhere with it. I say emphatically that I am not going to play with the problem. I would rather let it run wild, and let the serious results of inactivity on their part bring its own reward, if I felt that we were only meeting here with the idea of camouflaging the issue. I have come here seriously bent on trying to get some solution of these problems; and I know there are men on the other side of the house who, if we are going to get anywhere, feel that we should lay down a plan. Let us lay down lines here that we think will govern the institution, that will at least offer some inducement for others to come in by showing the way in which it may be accomplished, and see if we cannot get some results in the near future. If we do not do that, it is evident that our efforts are not going to bring any result, and all of this effort will be to no purpose. I do not want to see that, and the majority of men in this room do not want to see that. Therefore let us get down to business with the idea that we are going out to propagate these things, with the purpose of bringing about better relationships, to the benefit of the workers and the industries of this country.

**HON. G. D. ROBERTSON** (Minister of Labour): Mr. Chairman and gentlemen, if I may be pardoned for interjecting a few remarks here, I do not feel nearly so pessimistic on this subject as my friend Mr. Bruce seems to be. I think the sun is still shining, and we are all trying to save daylight, and I think there is plenty of hope for us getting together and making the establishment of Joint Industrial Councils a success in many industries. I just wanted to point out that during the past 18 months or 2 years Joint Industrial Councils have been established by 20 or 30 large firms in Canada in various industries, with varying success. They have not been entirely successful and satisfactory to all concerned in some cases; but nevertheless, speaking generally, the experiment has been satisfactory, and we have ample evidence of that fact from both the employers who

have tried it and the employees who have co-operated with their employers and are endeavouring to work it out. I am delighted to know that your Committee have agreed unanimously upon the general principle involved, that Joint Industrial Councils are a benefit to the people of the industry as a whole. That, gentlemen, is a suggestion from which you might well work, I think. I understand the suggestion is that this report be referred back to the committee for further consideration, and my purpose in rising is to inform you that my department is in possession of some 20 or 30 constitutions that have been prepared, setting out the rules to govern Industrial Councils in all those various concerns that have tried the experiment in Canada; and I know the Department would be glad to place at the disposal of your Committee those constitutions and by-laws if the Committee felt that they would be in any way useful to you in gathering ideas, or sample rules that might be applicable in framing a suitable constitution or set of by-laws for the building industry. I just wished to make the suggestion that those records would be at your service if you desired them.

**MR. JOHN DOGGETT**: In presenting the report of the committee I did not go into this matter at any length; but, having been a member of the Joint Industrial Council of the Toronto Building trade since its formation in 1919, I thought probably an outline of the work that Council has accomplished might give the gentlemen present here a wider outlook on the work of Joint Industrial Councils. I might state that the first thing our Council considered was what they could do as a Council to improve the conditions of all the employers and workmen engaged in the building industry in Toronto. The situation was fully surveyed, and we came to the conclusion that, the different trades, having separate agreements, it simply meant that at the height of the building season, if any of the basic trades went out on strike, their action would probably tie up the other trades, and also involve the employers of those trades. The Council set out, as a basic principle, that they should endeavour to get all the agreements connected with the basic trades covered at the one period. That proposition was submitted to the membership of the Toronto Council, which embraced all the employers' groups within that city, and all the building trades unions; and incidentally we also had a representative of the Association of Architects as Chairman of that body. Some associations were left to go into that organization on the first of January. We recommended, and it was agreed in the fall of 1919, to adopt the following:

#### RECOMMENDATIONS

1. That all agreements between employers and employees in the building trades be made to expire on December 31st of each year.
2. That this method be put into operation at once, and all agreements running into 1920 to continue, but new agreements to be made this

year covering the balance of 1920, and to be operative at the expiration of the present old agreements.

3. All negotiations to be started on or about September 15th, and to be completed on or before November 15th, of each year.

4. In case of failure of the employers and employees to reach an agreement on or before November 15th, then the settlement will be automatically placed in the hands of a Board of Arbitration.

5. The Board of Arbitration to consist of two members appointed by the Building Trades League, and two by the Associations of employers, these four to appoint a fifth who will act as Chairman of the Board.

6. That the award of the Board of Arbitration shall be final and binding on all parties.

There was strenuous objection to binding all the trades to the 1st of January; but the argument was used if that the agreements were fixed for January, it would tend to open up the building operations in the city of Toronto five or six weeks earlier in the spring. Last year was a normal year as far as the building work was concerned, and we found that that was the way it went. This year there were abnormal conditions throughout the country in the construction line, and the result is that not only in Toronto but all through the country there has been very little big construction work proceeded with. I am of opinion that the Joint Industrial Council is going to be absolutely useless to the whole industry unless it takes under consideration from time to time the question of settling wage disputes and all disputes after the subject-matter has been dealt with by the groups themselves and there is a deadlock. In Toronto, by doing that, we have avoided a number of strikes; we have been the means of settling partially sympathetic strikes; there have been job strikes settled; and as a whole our Council, as shown by the letters we have on file both from the Contractors' Association of Toronto and the employees' unions, has demonstrated that the Joint Industrial Council, so far as Toronto is concerned, has been a success. While I do not hold any brief for the Council, or come to the city of Ottawa to hand out bouquets for the Council of which I am a member, I am positive, from the very fact that we entered into the question of getting the wage-rate settled each fall, that that is probably the reason why we find the May-day passed in the city of Toronto without any strike in the building trade.

As a matter of general interest, I might state that the Council has taken up not only the question of wages, but we realize that there are many matters of mutual interest that employers and employees could take up to their mutual advantage. One question was that of getting amendments to the present Mechanics' Liens Act in Ontario, which is conceded both by contractors and workmen in the building industry to be obsolete and out of date. We had a Joint Committee working on that in our

Council, to bring down a report, so that we could go before the legislative committee that is going to meet in the summer-time, and present a united front from the building industry as to what we desire to incorporate in that Act in the way of amendments. From time to time the Council has also considered amendments to the Workmen's Compensation Act. There have been questions taken up by the employers outside in regard to smaller contractors who evaded their responsibility in regard to paying assessments under that Act. The cases we have brought before the Workmen's Compensation Board in regard to these employers have been justified under the Act.

Our Council in Toronto has not done all that we supposed it was going to do, but we have been working steadily since 1919, and we have had one great triumph. If there is any controversy opening, provision is made for the convening of the Council within 24 hours. There is not the slightest doubt in my mind that the general opinion of the men of the building trade in Toronto, judging from the letters received, is that our Toronto Council has been a benefit to the whole industry. I am satisfied that when the value of these Councils is realized they will become a national affair not only in this country but in other countries. The Joint Industrial Councils in the old land are fully developed, and they have standardized conditions in various trades, not only in wages but in conditions of employment for all the different trades in the different areas. The success of Joint Industrial Councils depends on the development of proper spirit. If the gentlemen from both sides who attend meetings of those Councils go there with the spirit that they are going to get somewhere, I am satisfied, from the results we have attained in Toronto, that they can accomplish the same results in other places. I am satisfied that it would be well for the Industrial Councils in Ottawa and Hamilton to consider the revision of their constitutions, so that, if a strike is threatened, the machinery furnished by the constitution may be used to avoid that strike. If the machinery is not so used to avoid a strike, they should do what Councils in other places do, that is, get their machinery in operation after the strike is called; because we realize that we are very much interdependent on one another, and if there are two groups travelling along in individual unions, what is good for one basic industry is good for all trades; and the same applies to employers. I am inclined to think that the operations of our Council in Toronto may well prove that to advocate the establishment of other Joint Councils would be a move in the right direction.

MR. ANGLIN: I am just rising to point out that the amendment is not that the report be referred back to the Committee, but that it be adopted, and that the Committee continue its work.

MR. JOHN PUTHERBOUGH, (London): I am a member of the Joint Industrial Council of London. I do not know where the represent-

atives of labour got the constitution under which we operated, but it burst our Council. There were three members on each side, and an independent chairman, the latter having no vote. We had to have a majority of the members on one side and a majority of the members on the other side to decide anything. We operated on five or six different cases. In four cases we had the three builders, the chairman, and one member of the labour side. Unfortunately we had two men on the labour side who favoured the One Big Union, and thus we placed in the hands of those two men the possibility of blocking all our operations. The constitution broke our institution. We are not opposed, as might be inferred from Mr. Bruce's statement, to Joint Industrial Councils. I am not ashamed to place the case of the builders of London into the hands of an Industrial Council, but, as I tell you, the constitution in the matter would be the basis of my attitude on Industrial Councils because the constitution has a big part to play in the question of Joint Industrial Councils.

MR. MOORE: There is one remark that might be profitably passed in view of the statement of Mr. Petherborough of London. He said he allowed the labour men to frame the constitution, and that is why it burst up. I can quite agree with him. Whenever one party does not take its full duty in framing the constitution it will break down, whether it is from the labour side or from the employer. I thought his remark should be emphasized—that when Joint Industrial Councils are formed they should not be formed to help the labourer or the employer, but for mutual assistance, and each side should go into them feeling that it is their Council and not someone else's, that they themselves are going to be an equal partner in framing the constitution, and not that it is somebody else's business to do it. If we could frame the Industrial Councils on that basis we would not have the disaster that evidently the Council of London has met with, because probably the employers looked on it that they were helping the wishes of Labour, while Labour perhaps looked on it that they were compromising their previous declarations in order that harmony might prevail, and free discussion might take place with their employers.

THE CHAIRMAN: Your chairman deliberately provoked the discussion, and I think it has been of some benefit.

MR. DOGGETT: With the agreement of the Committee, I will move that we adopt the report with the proposed amendment.

This motion was put and agreed to.

HON. G. D. ROBERTSON: Just for information on the point raised by the gentleman from London. It put a query in my mind: is there not some appeal? Where a local Council such as London finds itself unable to agree, or to adjust some particular point, have you not a National Conference Board to which that could be referred, and thus overcome a deadlock of that kind in a local Council? Mr. Moore or Mr. Anglin could perhaps answer.

MR. MOORE: That question was asked before you came in, Mr. Minister, relative to the report, paragraph (e). I enquired whether that meant that they should petition the Provincial Governments, so that they could act on an appeal where a Joint Industrial Council failed to reach a settlement; and it was mutually agreed that that was the intention of the recommendation.

THE CHAIRMAN: The committees have all reported, and further business will be such as may arise out of the meeting itself.

MR. ANGLIN: The only other question is that of freight rates; and, as we are to have several similar questions which will be thrown open for full discussion, because it may be desirable to go into committee as a whole to discuss these matters, I would suggest that the discussion on the question of freight rates be postponed, and that we may permit the committees to go into session immediately. I might say for the employers, and I think the other side will agree, that they have been working pretty well at top conditions ever since they came to Ottawa. I think they also feel that they would like this evening to rest or do whatever they might wish—at least, to get a change. Outside of having a short meeting of the employers on one side and the employees on the other, the evening ought to be left free. I move that we adjourn immediately until to-morrow at 2 o'clock sharp, so that the committees may have a full hour to work before dinner time.

The motion was agreed to, and the Conference adjourned at 4.45 p.m. until to-morrow at 2 p.m.

CANADA

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JOINT CONFERENCE  
OF THE  
BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA

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OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSIONS

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THIRD DAY

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Ottawa, Thursday, May 5, 1921.

AFTERNOON SESSION

The Conference met at 2 p.m., Mr. E. McG Quirk, vice-chairman, presiding.

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, acted as Secretary.

THE CHAIRMAN: Gentlemen, we will come to order if you please. The Conference convenes for the purpose of receiving the reports that have not already been adopted, and they will be open for discussion. We shall receive such reports as had to be referred to the various committees.

Before calling the order of business, I wish to mention certain regulations that we shall put into force in regard to the debates on the subjects that come before the Conference. The introducer of a report is unlimited in time; he is allowed the fullest liberty, and the time he may take is left to his own discretion. Those speaking to the report will have ten minutes, and, after all have spoken, anyone who may wish to reply will have five minutes. That is the arrangement agreed upon by the committee in charge, and it will be enforced by the Chair unless a deviation from it is unanimously approved by the Conference.

The Report on "Existing Conditions in our Industry," I do not remember now whether that was presented in full and adopted, or was referred to the Committee.

MR. TOM MOORE: It was referred back.

MR. E. F. MATTICE: In Mr. Pigott's absence I may say that this report has not been presented, and it is not yet ready for presentation.

THE CHAIRMAN: You have no idea, Mr. Mattice, when that is expected?

MR. MATTICE: I think we shall finish with it this afternoon, Mr. Chairman.

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Apprenticeship and Craftsmanship—Joint Boards—Technical Training—Report of Committee adopted.

Unemployment Insurance vs. Employment—Report of Committee adopted.

Joint Industrial Councils—Supplementary Report.

Conditions in our Industry—Report of Committee adopted.

Costs and Production—The wages question—Question postponed.

THE CHAIRMAN: The Committee on "Apprenticeship and Craftsmanship" is, I think, ready to report.

### APPRENTICESHIP AND CRAFTSMANSHIP

MR. E. INGLES, (London): Mr. Chairman and gentlemen of the Conference, your committee has gone fully into the matter. I might say, before making the report, that we have been specially favoured, inasmuch as we have had for our guide and advisor, Professor L. W. Gill of the Vocational Training Branch of the Department of Labour, who has also acted as our Chairman. I believe I am voicing the sentiments of the entire Committee when I say that the assistance and advice given by Professor Gill have been very valuable, and have enabled us to bring in a report which we believe will be in the best interests of all concerned.

For report, see page xiii.

Mr. Chairman, your Committee were unanimous in arriving at the conclusions which have just been presented to you. I want to say again, before moving the adoption of the report that the Committee desires to place on record its appreciation of the services rendered by the chairman, Professor Gill. Mr. Chairman, I move the adoption of the report.

MR. K. A. MCINTYRE, (Toronto): In seconding the motion, I wish to concur in all the good things that have been said about Professor Gill, and in the expression of our appreciation, of his assistance, and also to express the pleasure that it has been to work on this Committee. The report being unanimous and complete, there is no need for further remarks on my part, except to say that we shall be glad to answer any questions that may be asked in the course of the discussion.

THE CHAIRMAN: It has been moved and seconded that the report as presented be adopted. It is now open for discussion. Let me repeat that speakers have ten minutes.

MR. J. P. ANGLIN: There are just two or three points that occur to me that perhaps may be referred to. I doubt if they will necessitate any modifications. In clause 5, on page 1, it is stated:

The employer shall be appointed by the local Builders' Exchange and the employees by the local Building Trades Council.

I presume that we may take it for granted that this means any representative body of either employees or employers; that we are not necessarily tied to either of these particular names if some other name is used in any locality.

There is another question, in regard to the general expenses of the Council, referred to in article 2 under the heading of "Rules and Regulations governing the National Council." It says:

The general expenses of the Council, not including payments for time or expenses of members attending meetings or acting on behalf of the Council, shall be met by equal contributions from the national organizations representing the employers and the employees in the building industry.

I desire simply to call attention to the necessity for providing some means of raising funds to meet these expenses in the carrying on of the work.

Another point refers to the apprenticeship agreement itself. It is a small point, but perhaps it should be mentioned, in case exception may be taken to it later on, by persons who are not at the Conference.

Article 5, on page 2 reads:

The said "first party" agrees that the "second party" may be required to work for any other firm engaged in a similar trade, subject to the ruling of the Local Apprenticeship Council, it being understood that all the time so spent by the "second party" shall count as part of the apprenticeship term.

I desire simply to point out, that provision will also have to be made—by the Local Council, I presume—that when the boy is taking this technical training, the payment of his wages shall be divided between the employers, each paying perhaps according to the time the boy has been employed by him. I mention that here because I think that the slight criticism may answer some of the objections that might be raised in the future.

I wish at the same time to express my personal appreciation of the efforts not only of the Committee who did this work, but also of the chairman, Professor Gill. I am presumptuous enough also to express the appreciation that I think this Conference feels of the work of the National Joint Board in this connection, and especially of what has been done by a couple of the members, who have spent so much time in working out the plan to start with, which formed the basis. It is now polished up splendidly, and I hope it will prove to be a wonderful boon to the industry in this country and bring plenty of good young boys into apprenticeship.

MR. K. A. MCINTYRE, (Toronto): Mr. Chairman and honourable members, the first point raised by Mr. Anglin, with regard to the possibility of a locality not having a Builders' Exchange or a Building Trades Council, is provided for, or mentioned, where the National Apprenticeship Council can appoint temporary Local Apprenticeship Councils. I think that answers the first question raised by Mr. Anglin.

As to the second point raised, regarding the expenses of the Council, that was quite a difficult point to discuss and decide in the Committee, inasmuch as the members of the Committee had no authority to speak for either organization in a binding way, or to say just what could be done in that respect. Certainly we in the Committee thought that those who would be good enough to serve upon this National Apprenticeship Council would not be called upon to pay their own actual travelling ex-

penses in attending meetings of the National Council.

As to the third point, regarding the apportionment of the bonus, or the apportionment of the expense of carrying the apprentice while attending vocational classes, we considered throughout that what we were attempting to do was to set forth a form of apprenticeship which might be followed by localities desirous of putting such a plan into operation; but we could not hope at this Conference, in three days, to devise a plan which would cover every possibility or every case that might arise. Therefore this is put forward as a suggestion. A matter of that kind would necessarily have to be taken care of locally. The point is quite properly raised, and the solution offered, that the two employers should pay proportionately for the time the apprentice spends in vocational work.

The Committee does appreciate the fact that its work was made much easier by having had the preliminary draft to commence with. We merely took that and rehashed it.

MR. TOM MOORE: There is just one point, Mr. Chairman, that occurs to me. I think we all appreciate that this is rather too lengthy a document for us to be able to analyse intelligently after having heard it read just once. However, after hearing it read and just glancing over the copy with which I have been favoured—although many of our members on both sides have not yet been favoured with a copy—it seems to me that it needs perhaps a little strengthening so far as the rights of the apprentice himself are concerned. The indenture seems to provide quite fully for the protection of the employer, which is right, and for the fulfilment of the duties of the apprentice; but the provision for the apprentice to break the indenture in case the employer does not fulfil his duties does not seem to be as adequate. I venture to think that the intention of the Committee is that this should not actually be taken as final, but that this Conference should approve of the principle of forming councils, and of the principle of the indenture, and that the Employers' Local Association and the Local Building Trades' Association, who decide to form local councils, or decide to affiliate and bear the expense of maintaining this National Council, will undoubtedly be given further opportunity of studying the matter, and that then the Local Councils and the National Councils may go a little further into some of these details with regard to the criticisms which may be offered, not by people who are not interesting themselves in it, but by those who actually participate in the scheme. If it is on that basis, that it is not to be taken as final approval, then I do not see any reason why we could not adopt the scheme as it is. I certainly think that a little more time for study is necessary before we can say that the proposal is finally acceptable. I am saying this not in any spirit of criticism of the Committee who have worked on this matter, or the sub-committee of the National Conference Board who prepared the preliminary draft.

In Canada we have been in a state of chaos so far as the building industry and apprenticeship are concerned. We have depended on immigration from England to supply us with our qualified mechanics, and when we have not had them coming forward, we have been willing to take any who were available, at whatever age to fill in the gap which was caused by the rapid development of the country and of the building industry.

To pass from this state of chaos to one of absolute organization and harmony in such an important matter, at one stride, is a rather ambitious scheme; and not only is it ambitious, but it is liable to meet with many difficulties. There will be much educational work required amongst both the Building Trades organizations and the employers in many sections of the country, and amongst those who have sons to apprentice, in order to impress them with the value of an apprenticeship being followed out; because there is always, in a new country especially, a tendency to exploit whatever may be available, and the young man of 16, 17, or 18 who has grown to full stature and full vigour sometimes feels it rather irksome to sacrifice the possibility of the exploitation of his own physical vigour at that particular time in avoiding a real education in apprenticeship and in going into something which he is physically able to do, but which is a blind-alley occupation and only leads to the unskilled labour market in later years. It is something we shall have to face, and it is for that reason that I draw attention to the latter provisions, respecting the rights of the third party. Many guardians, parents, and sons themselves, may have some objections unless they feel that they are fully protected; and I would like to know from the Committee whether it is their intention that this indenture should be taken, not as the final one to be printed and circulated, but merely as one which we adopt in principle, agreeing with the general outline of it, and leaving it to the Councils, just as they are formed, to approve it finally before it is put into operation.

MR. E. INCLES, (London): Mr. Chairman, in reply to the criticisms offered by Brother Moore I may say that we discussed that phase of the situation, and it was, I believe, understood in Committee that what we were attempting to do more than anything else was to inaugurate propaganda of education. We realized that it would be some time before a plan of this character would actually go into operation. In drawing up and adopting this plan, we felt that we were adopting the principle rather than the letter of the scheme as outlined. We have tried to make it as flexible as possible, inasmuch as we have given to the local Apprenticeship Councils a great deal of say in any dispute that may arise between employer and employees. In the plan we have given the right of the apprentice, either by himself or through his affiliations, to appeal to the local Council. There is again in most cases a provision for appeal to the National Council. There are only, I believe, one or two instances in which the decisions of the local Councils are binding. So

we have tried to make the plan as flexible as it was possible to make it and still incorporate the principle in tangible form.

With regard to finances, that is a question which we felt we could not deal with. It is, again, a matter that will have to be decided pretty much locally. We felt that the National Council could be operated in a manner very similar to that in which the National Joint Conference Board was being operated. We could not at this time lay down any hard and fast rule governing the relations between an employer and any boy who wished to enter the industry as an apprentice. So I think I am voicing the opinion of the Committee when I say that the adoption of this apprenticeship plan is more in the principle than in the letter.

MR. J. P. ANGLIN: Mr. Chairman, I wish to point out that under Rules and Regulations, page 3, the boy is, I think, fully protected. Paragraph (e) reads:

The Council, may for cause, cancel indentures not considered desirable, or arrange for the permanent transfer of an apprentice from one employer to another.

I think that, Mr. Chairman, gives him full protection. To me this seems to be a wonderful step in advance. If we do not get apprentices under this agreement, I do not know under what agreement we can get them.

MR. JAMES F. MARSH, (Niagara Falls): Mr. Chairman, in listening to the reading of the plan, the thought occurs to me that the Committee has overlooked one thing, and that is the temperament of the average young man of to-day. There is in this indenture form so much that in my opinion will not appeal to the average young man that it almost reminds me of the time I got married. I had to go through a serious ceremony—

MR. ANGLIN: Sorry? (Laughter.)

MR. MARSH:—and it required considerable thought. It seems to me that the young man of today will consider this form very seriously indeed before he binds himself to be an apprentice to any employer to learn any of the trades in the Building Industry. He will be rather nervous about signing himself away for the four years to any individual employer when there is so much detail included in this indenture form. If something shorter, without so much detail, could be presented to the young man, he could perhaps be influenced more quickly to become an apprentice. I am one of those who believe in the apprenticeship system. I think we should have apprentices in all the building industries. I would hate to see anything placed in the way of the young men of today becoming apprentices. That is the only thing I see about the proposal at the present time that leads me to believe that the average young man of today will consider this so very seriously that we may not have many apprentices binding themselves to learn the trade with any of the employers.

MR. CHARLES BATSON, (Edmonton): Mr. Chairman, I desire to ask one question. Is it

the intention of the Committee to leave to the local organization the decision as to the age at which a young man may be apprenticed? I know instances in which unions have a set age at which a young man can be apprenticed. On the other hand, the employer might think that it was all right to take him if he were two or three years older than the age at which unions would allow him to be apprenticed. Is that question to be left to be decided locally?

MR. INGLES: Mr. Chairman, we have got a little confused. It was agreed in Committee that we should reply to each speaker from our own side. While Mr. Batson has raised a question that ought to be answered, I would like to answer Mr. Marsh first. If anyone will examine this indenture form as we have brought it in, and will examine the indenture form as given to the Committee to work from, he will see that the original form has been whittled pretty much. Mr. Marsh raised a question about the seriousness of the matter, stating that when a boy read the indenture he would want to give it very serious thought. That appeals to me very strongly, because I would like to see a lad going into any industry give it the fullest consideration possible. When a boy enters apprenticeship he is—to my mind—starting upon his career in life, and the step requires very deep and serious thought, and if we have incorporated in the indenture anything that will impress upon the boy the seriousness of the matter, we have done much towards attaining the desired end, namely, the making of a first-rate, real mechanic. (Applause). I do believe that we have whittled the indenture just about as closely as it can be whittled and still retain the principle which we are after. The local council has a great deal of leeway, and if there are in the indenture terms which do not apply to the particular locality, having due regard to all the conditions existing there, the Local Council, with the consent of both parties, could so arrange that, while the principle of the plan could still be in force, the letter might be changed.

The question of age has been mentioned. We felt that we could not lay down any clause prescribing the age at which a lad should come into the industry. We even went so far as to agree that a boy with three feet of whiskers could come into the industry if he were capable of learning a trade. We thought, that the laws of the various provinces fully covered this matter, inasmuch as they prescribed the age under which no lad could go to work. The boy must attend school for a certain period. Therefore no agreement that we might make would override in any way the laws of the land, and we felt that the matter was fully covered without our lengthening the indenture by going into detail.

MR. BATSON: Mr. Chairman, excuse me. The point I wanted to raise was the question, not of the minimum age, but of the maximum age of the person starting. The local unions would say that a man after he got married, as my friend over there says, would be beyond the point of being able to learn a trade.

**MR. K. A. MCINTYRE:** The age of the person entering a trade was not considered by the Committee, and I do not think that it is a point to worry much about, because the percentage of wage—that is, the percentage of a journeyman's minimum wage—will be prescribed presumably in the various localities, and I think there is a very good reason why a man of twenty-five or thereabouts would not consider going into an industry at a comparatively small wage, nor could the employer well afford to pay him enough to live on, with a wife and family. The day of the necessity for that is rapidly going by. In the last three or four years returned men were being re-established; the bulk of those men have been absorbed in different industries, so that we do not have to meet that problem or deal with any great number of cases. During the last three or four years it has been necessary for every employer to make entrance to the trade flexible, in order to assist men coming back from overseas who had advanced in age three or four years beyond the normal age of entry.

**MR. J. WINNING:** Mr. Anglin's mind was exercised over the question of localities in which organizations did not exist. My trouble is with regard to localities where local organizations exist in too great numbers. I should like to have seen it laid down that the bona fide organizations, the organizations in which those agreements are in existence, shall be the only organizations to have representatives on those Councils. I mean that every little mushroom organization that rises up today and goes down tomorrow should not be represented.

Then there is one other point. I was an apprentice myself. This is a very ambitious scheme. We all know that Canada has been the gainer by the apprenticeship systems of other countries. My friend from Edmonton (Mr. Batson) mentioned the question of age. I am not so much concerned about the age as I am about the number. The number of apprentices taken into any particular trade is a very important factor in that trade. I remember that in the city I came from, after I had become a journeyman I was almost sorry that I had done so, because the employers did not want any more journeymen: they could get the work done by apprentices and improvers. Canada is fortunate in having all that surplus of mechanics that were turned out on the other side. I think that the scheme is a very ambitious one which ought to be supported throughout the country, but the main feature that I see in it is that the trade should not take on any more apprentices than it can take care of.

**MR. INGLES:** In reply to that, I may say that it has been a principle, adopted ever since the formation of the National Joint Conference Board, which has led up to this Conference, that the scheme shall apply to the component parts of this National Joint Conference Board and the National Joint Conference. Anything else would only cause a conflict of interests and would lead nowhere. I do not think I need emphasize the fact that the members of the International Trade Unions would not ally themselves in any

way, shape, or form—I want to make that very impressive, and I believe I am speaking for everybody on this side of the house—would not ally themselves with any of the numerous conflicting interests that have sprung up around the trade union movement as we know it.

Regarding the number of apprentices in the industry, there is in this plan a clause which very distinctly states that the Local Council shall have a great say in the placing of apprentices, due regard being given to the expansion or the contraction of the industry, and I believe that that clause would provide for the situation mentioned.

**THE CHAIRMAN:** Gentlemen, you have heard the motion. It has been moved by Mr. Ingles, and seconded by Mr. McIntyre, that the report as presented read, and discussed, be now adopted.

The report of the committee was adopted.

**THE CHAIRMAN:** I do not know whether Mr. Pigott is prepared to submit the report of Committee No. 1.

**MR. PIGOTT:** No, Sir; we are not prepared to submit a report yet.

**THE CHAIRMAN:** The next report in order is No. 3, on "Costs and Production."

**MR. JOHN GRIEVE:** We are not ready to bring in a report, but we can report considerable progress. We would like to adjourn at the earliest moment possible in order to continue our committee work. We think it will take about another hour to enable us to bring in a report.

**THE CHAIRMAN:** The report of Committee No. 4, on "Conditions of Employment." Are you prepared to submit your report, Mr. Woods?

#### UNEMPLOYMENT INSURANCE

**MR. TOM WOODS, (Toronto):** Yes. This will be a report on the question of unemployment insurance. The reports on the other two headings were adopted yesterday.

**THE CHAIRMAN:** That is correct.

**MR. WOODS:** I may say, on behalf of the employees, that we went into this matter thoroughly this morning, and we have put the result into a resolution or recommendation which we think will be acceptable to this Conference:

Whereas there is an acute unemployment situation in Canada at the present time, and Federal unemployment insurance has been brought forward as a remedy;

We recommend that the National Conference on the Building Industries go on record as being strongly opposed to unemployment insurance except as a last resort.

We strongly recommend that the Government formulate some constructive policy to provide employment for the great mass of unemployed who are willing to work and earn a livelihood.

Respectfully submitted,

T. Woods, Chairman.  
W. Dibb, Secretary.

**THE CHAIRMAN:** That is the unanimous report?

MR. WOODS: That is the unanimous report of our Committee. We cannot see our way at present to ask the Government to legislate for unemployment insurance. It is not unemployment insurance we want; it is the opportunity to work; and we do not want any charitable assistance unless it is absolutely necessary.

MR. E. LONG, (Regina): I beg to second the report from that Committee.

MR. TOM MOORE: I think it would be proper to say, Mr. Chairman, that, so far as the Labour group and Organized Labour in the Dominion of Canada are concerned, we can concur in the sentiment expressed in that resolution. You will notice that they state that they are strongly opposed to unemployment insurance except as a last resort. I do not think there is anyone who would care to contest that declaration. The only question that arises is when the time for the last resort has arrived, and, as I pointed out at the opening of our Conference, with the condition that thousands of men are in, it has been found in this country that the time has already arrived. However, the report goes a little further and, I think, harmonizes with that view when it declares that the first money should be devoted to constructive policies if at all possible. I do not care whether it is voluntary assistance or charity doles, or whether it is paid as unemployment insurance, money so spent is certainly an economic waste as compared with devoting the same amount of money to constructive purposes. If we can have an experiment made whereby sufficient money can be devoted by Federal, Provincial or Municipal authorities, to taking up all the slack in private industry, then I am sure that the call for unemployment insurance will not be as insistent as it is at the present time. But if private industry continues to fail to make itself flexible enough to take care of the great fluctuations between intensified production and entire stagnation, or if the public authorities fail to co-ordinate their work so that it can be carried on when private industry is showing relaxation, then the demand for unemployment insurance must continue to be made, because the time for the last resort will then have arrived; not by our wish or our will, but from the failure of the other two parties, namely, the owners of the machinery of production, the manufacturers, and the public authorities, as represented by the Government, Federal, Provincial and Municipal. So we can entirely concur in the sentiment expressed, that the first efforts made should be to provide the money necessary to carry on industry and to give men the opportunity to work at all times. No country owes a man a living, but every country does owe the man the opportunity to earn that living. That is the principle on which we should try to work: and, I repeat, if private industry and the public authorities can, with our assistance, co-ordinate the work so that there will be continuous regulation of employment, then there will be no need for the other course.

HON. G. D. ROBERTSON, (Minister of Labour): I would like to ask a question, Mr.

Moore, if I may. Do you think the principle as laid down in that resolution would be applicable to all other industries, as well as to the building and construction industry—to factories, for example?

MR. MOORE: I certainly do. I think the factors which I mention would be applicable, always coupled with the declaration that the last resort has arrived unless some change of policy takes place which corrects that situation. I would try to see if that change of policy might not be possible; but, if it is not possible, then it is time for the last resort.

HON. MR. ROBERTSON: My thought is this. Suppose it is possible for the State to create employment by carrying on public works, building docks or whatever it might be, that would absorb the workmen engaged in the building industries, but not those in the textile industry, the manufacture of boots and shoes, etc. The Government has not any use for boots and shoes or clothing, and therefore could not afford to offer a plan on those lines. Would you say that the Government should provide employment for one class of workmen and unemployment insurance for another class at the same time?

MR. MOORE: I do not think, Mr. Chairman, and Senator Robertson, that industry in this country can be divided into water-tight compartments. The building industry is one of the basic industries, employing a large number of men. If that industry becomes busy and prosperous, those men immediately spend the money they earn, and in spending that money they create a demand for the textiles, boots and shoes, and other things which the Minister of Labour has mentioned, and automatically the stagnation in these industries is removed. So I think that the Government by undertaking such works as it could in the basic industries, would automatically deal with the others. As I said before, if it does not do that—there are limits to which Governments can go—it would be necessary to have unemployment insurance in such industries as could not be dealt with in the way laid down. The time for the last resort would have arrived.

HON. MR. ROBERTSON: One more question. I just want to get clear what the Committee has in mind. Suppose that we are passing out of the period of depression and for the next few years may have no occasion to resort to unemployment insurance or even to extraordinary methods of providing employment. If suddenly another depression should come, it strikes me that it would be difficult if not impossible to organize and inaugurate a system of unemployment insurance over night—that it really takes years to organize it and get the machinery ready and in operation and have the funds available when the need arises. The thought I have in mind is that while to-day we might be prosperous, with everybody working, yet three months hence something might happen to bring on business depression, and,

unless employment insurance—if such were considered desirable under any circumstances—were available and the necessary provision made to carry it into execution, it would be extremely difficult to put it into operation at the time it was needed, as pointed out in your resolution.

MR. MOORE: I think the Senator has driven clear to the root, and I may as well answer just as frankly as he has asked the question.

HON. MR. ROBERTSON: I want to get at the facts that are in your mind.

MR. MOORE: So long as Governments consider themselves as apart from industry to the extent that they do to-day, unemployment insurance will be necessary. The matters which I outlined would call upon Governments to exercise a very close supervision over the industries of our country. We cannot treat them as something entirely apart. Industry to-day runs wild. I say that because the persons who control the capital decide when it is profitable to operate and when it is not profitable to operate, and there is no regulation. Therefore, candidly, I am of the opinion that the question asked by the Senator resolves itself into this, that unless Governments exercise a stronger supervision, controlling the industries so that they do to some extent co-ordinate their work over longer periods, and unless also such work as the Government may be able to provide is given out in the slack periods; unless we can revolutionize—using that word in the sense of bringing about a quick evolution—unless we can revolutionize our present system, then the time for the last resort has arrived and will have to be prepared for, with our eyes open to the fact that under our present careless system the periods of unemployment will come on, and therefore must be prepared for in the good times, as we cannot provide for them overnight. I do not know whether I have made it clear enough or not.

HON. MR. ROBERTSON: There is just one other point that I have in mind, and that perhaps has not been brought out. It is doubtful if the Government in any one country, if it devoted its whole attention to that question, could alone provide against an unemployment situation or period of depression, because financial and industrial depressions are very seldom confined to an individual country, and of course the jurisdiction of the Government of any country does not extend beyond the boundaries of that country. So I think that also has to be taken into consideration.

MR. MOORE: Yes. May I point out that Italy has led the way in that respect by the establishment of an Economic Council or a subsidiary House of Commons which deals with industrial matters. It co-ordinates industry. It handles to some extent the unemployment insurance; but, instead of giving it as insurance, it can advance to small groups

the money necessary for the carrying on of industry, when the larger concerns do not provide work for them. In other words, the money provided for unemployment insurance can either be paid in weekly doles without work, or can be loaned to groups of men who will use it successfully. That has been made a part of the national scheme of Government in Italy.

MR. THOMAS SHARPE, (Winnipeg): Mr. Chairman, it is probably because I belong to a race that is known as a race of contradictions that I may see things in a wrong light, or that I cannot see eye to eye with others. In fact, I think this room suggests contradiction. Looking at the pictures on the wall, I see one fellow standing with his foot on a log and with an axe in his hand. The end of the log has been sawn off, but there is no saw in the picture. If you look at the next picture you see a man and his wife in a canoe, and the Indian who is steering the canoe is sitting in the bow. You cannot get along very well in a canoe that way. Look at the old engine over there. All her joints are tight. If you look at the new one on this side, it seems to be leaking in every joint. If I were travelling in a train with an engine like that, I would never expect to get there. Then I see this good lady here sitting on three sheaves of wheat. That would lead me to believe that it is the fall of the year, but I notice that she has got a nice flock of chickens.

It looks to me as if we were getting away from the purpose for which this Conference has been called. We have been endeavouring, in the little province from which I come (Manitoba), to solve our difficulties the best way we possibly can, and I believe we have succeeded better than this Conference has succeeded so far. Mr. Moore has stated, and I think correctly so, that the capitalist wants a return for his money. I think everybody knows that if the capitalist finds that he can go and buy some Government coupon bonds at 5½ or 6 per cent, he is not going to invest his money in real estate. That is the most logical conclusion, I think, that anybody can arrive at. Now, it is a fact, according to the reports of the Department of Labour and other reports, that building material has gone up something like 200 or 300 per cent. We have tackled the question from both viewpoints. We have made up our minds that the cost of material and building must come down. If it does not, it will be absolutely impossible to create any market for building. I am agreeably surprised to find that out West we have no such increase in the cost of material as is shown by the reports of the Department of Labour. I happen to have lived in that little burg, Winnipeg, for the last thirty years, and I am thoroughly conversant with the prices of materials—

THE CHAIRMAN: The point under discussion is unemployment insurance. I do not know whether Mr. Sharpe is coming to that or not.

MR. SHARPE: That is what I am coming to, Mr. Chairman, if you will allow me. I am endeavoring to point out that if you will stimulate the building industry there will not be much need for unemployment insurance. I understand that we are not dealing with the whole question of manufactures—boots and shoes, and the other articles spoken of. I understand that this Conference is dealing specially with the building industry, and I am confining myself to that and endeavoring to show that if the building industry is put properly on its feet, the necessity for unemployment insurance will be very small. That is the only point I wished to make, Mr. Chairman. I believe a great deal could be done by Joint Councils. The Joint Council appointed by the Provincial Government has not merely taken up the question of wages; in fact, we put the light pedal on the wages end; but we hold the right to bring up any man and examine him as to why the cost of his material is so-and-so; and our endeavor is—what I thought was the endeavor of this Conference—to find some way of reducing the cost of building. Our figures are much lower than those given for the whole of Canada by the Department of Labour and also in McLean's report. In fact, our increase in the cost of building is not more than from 50 to 75 per cent above what it was in 1914. I know that from actual experience. But, according to the report here in the province of Ontario and in others of your eastern provinces, I would assume the increase to be from 100 to 200 per cent in the different localities. It seems to me that what this Conference is called together for is to endeavor to arrive at some means of reducing the cost of building, whether it be by a reduction of wages or by a reduction of the cost of materials. To my mind it should be by a reduction of all things as much as possible, so that we may again start the building industry. I know of no way in which we can do so except by endeavoring to bring down the cost of materials and, if it is possible, to bring down the cost of labour.

MR. ANGLIN: Mr. Chairman, I think I may safely say that we can all agree that Mr. Sharpe has been true to his race: he only referred to the subject in hand, and discussed all the other subjects. I hope he will forgive me, because I too am Irish and do the same thing once in a while. Mr. Sharpe's reference to the pictures probably conveys the thought that life and conditions are not as bad as they are painted. But the discussion of this question of unemployment insurance does seem to have drifted a little, Mr. Chairman.

In the first place, I would like to have seen

the Committee bring in some sort of report outlining a few of the basic principles of unemployment insurance. I think there are very few members present who understand how the funds for carrying on unemployment insurance are raised. Perhaps the questions asked by the Minister of Labour were asked with that in mind. The question is this: is unemployment insurance a good thing or a bad thing? Of course, we in this small Conference, concerned with only one industry, are not perhaps in a position to judge. At the same time, if it is to be started, it can be started in only one or two ways: either by the Government voting a large amount of money for a fund to maintain that insurance, or by starting that insurance when the country is prosperous and gradually accumulating, from the wages of the men, from the profits of the employers, and from the small assistance from the Governments, sufficient funds to tide us over the drop that occurs so frequently. I thought that was what the Minister had in mind in asking that question, and I just wish to point out those three sources from which the money must eventually come if we ever do have unemployment insurance.

The discussion has, rightly, I think, gone from unemployment insurance to employment. I did not expect it to take that turn, Mr. Chairman, but, as I had in mind a few points in that respect, in view of what has been said, I must mention them now. In these charts, especially those on unemployment in the building trades, we see the tremendous dips and the tremendous peaks. We have them in the cost of labour; we have them in all lines of business—rises and falls. We have had them for years and years, and, until we reach the stage where we endeavor to do something to prevent those peaks, and dips, we are far short of where we should be.

Early in this Convention the question was asked, who is responsible for the unemployment? It was stated that to give an answer to that question should be one of the chief duties of this Conference. Is it possible to answer that question in this Conference? I do not know the opinion of the other members of this Conference; but, as I said in my opening remarks the other day, I think we are here for the express purpose, not of placing blame, but rather of trying to understand the situation. We have a great deal of talk from the man in the street as to the cause of all this trouble. We find many men on the street who could run this country far better than any member of Parliament or any member of the Senate if he only had a chance; that is, in his own opinion, Mr. Chairman. But we all agree, I think, that we have in both Houses the best men that we can get in this country. The trouble is that they are working under a handicap—a handicap that has been handed down to us almost from time immemorial. But it seems to me that the basic cause of both of

the present conditions in which we find ourselves is speculation. If you will go back to the time when the war started you will remember very well that a few persons, seeing the demand that was about to be created for certain materials and supplies, such as food and clothing, immediately started to corner those articles. Unlimited and unrestrained speculation resulted. Prices rose and rose and rose, and wages had to rise and rise and rise.

Now, Mr. Chairman, I do not know what is the opinion of any of the other members here, but I am firmly convinced that unlimited speculation is the basic cause of nearly all of our present condition. We are in the slump, as far as employment is concerned. We have plenty of money, we have plenty of materials, we have plenty of men, and yet we are in the slump; and I believe that we are in that slump because speculation took us away up on top of a peak. I say that because I am coming to this point. I notice that a member of the Senate has moved that a Special Committee of the Senate be appointed to inquire into the causes of unemployment in Canada—and to report to the Senate, etc. Mr. Chairman, I do not know whether it is the duty of the House of Commons or the duty of the Senate to look into this question, but I do know that it is somebody's duty to look into it, and I think that every man here believes the same. How are you going to get to the bottom of it? If our Government cannot at least investigate the question, I do not know who can. We have here, Mr. Chairman, a situation in which, although there is plenty of money in the country, we have no money available for housing or for building. The situation in all lines is unprecedented, and therefore requires, it seems to me, unprecedented action. I could go on and talk on this subject for a long time, Mr. Chairman, but I simply wish to make the bold statement that to my mind we shall find at the outset that speculation is at the basis of most of our troubles. Then I wish to add my firm conviction that it is the duty of some Government to take hold of this question and inquire into it—call on the carpet our financial men, our loan companies, our builders. We are accused of making undue profits. Let them find out whether we are doing so or not. Call our labour men on the carpet and find out whether they are getting too much wages or not. Call our various material manufacturers on the carpet and ask them, "Are you making too much profit or not?" Mr. Chairman, this is a more important question than any of us here realize. To me it seems the vital question of the whole Conference. (Applause.)

MR. MOORE: Question.

THE CHAIRMAN: Gentlemen, you will recall that the Committee had already reported on paragraphs a and d, and the report was discussed and adopted. The present report is

on paragraph b. It has been moved by Mr. Wood, seconded by Mr. Long, that this report as submitted and discussed be now adopted.

The report was adopted.

MR. WOODS: I would like to now move that the report as a whole be adopted.

THE CHAIRMAN: That is the sense of the motion as I put it.

MR. WOODS: The report as a whole?

THE CHAIRMAN: As a whole, yes. We have now two other committees who have simply reported progress; that is, Committee No. 1 and Committee No. 3.

MR. MOORE: And No. 5 has a supplementary report yet to make.

THE CHAIRMAN: Committee No. 5, on Joint Industrial Councils.

## JOINT INDUSTRIAL COUNCILS

### Supplementary Report

MR. JOHN DOGETT, (Ottawa): Mr. Chairman, I have been requested by the Committee to extend our sincere thanks to Mr. T. H. Stevenson and Mr. Hereford, of the Labour Department, for the valuable services they have rendered to the Committee on Joint Councils.

For report see page xix.

I may state on behalf of the Committee that, in the first item mentioned there is reference to the formation of a National Building Trades Council, we have in mind the fact that at the present time the National Joint Conference Board, from the employees' side, practically lacks permanent machinery. In other words, there are just five representatives of the International Unions, and the expenses of those representatives are met by the International Organizations that those five gentlemen represent. We believe that if a National Building Trades Council were set up it would be a parallel to the Building Industries Association on the other side of the National Board. We believe also that the expenses, instead of being borne by five organizations, should be spread; that a scheme should be worked out so that the finances should be collected, not from the five organizations, but from all the organizations affiliated with the National Building Trades Council. We also recognize the fact that from time to time the National Joint Conference Board will have submitted to them from the Local Joint Councils in cities and districts throughout the country questions for their consideration. Therefore, we think it is imperative that provision should be made for the setting up as soon as possible of machinery for that National Building Trades Council, as I said before, to act in a capacity similar to that of the Federation of the Employers' organizations.

I may state, Mr. Chairman, in moving the adoption of this report, that the Committee have fully considered the situation and the development of Joint Councils from every angle and have gone carefully through the existing

constitutions, and we believe that the adoption of the constitution as submitted will be a basis for all new councils. We appreciate that from time to time there will probably be some sections of the constitution and by-laws as set forth in our report that may need to be changed to suit the situation in different localities. I beg leave, Mr. Chairman, on behalf of the Committee, to move the adoption of the report.

THE CHAIRMAN: The whole report?

MR. DOGGETT: The whole report, yes, including our report of yesterday.

MR. FRANK MAGEE, (Hamilton): I would like to second the motion for the adoption of that report, and also to express my appreciation of the assistance given the Committee by Messrs. Stevenson and Hereford.

THE CHAIRMAN: I will put the question, gentlemen. You will recall that the report was discussed in part yesterday and was referred to the Committee, and the Committee have just reported again on that section which was referred to them. It is moved by Mr. Doggett and seconded by Mr. Magee, that the report as read and discussed be adopted as a whole.

MR. JAMES F. MARSH: I want to ask a question, Mr. Chairman. I understood from Mr. Doggett's remarks after reading the report, that it was the opinion of the Committee that a National Building Trades Council should be established to parallel the Builders' Association, which we understand has been established in Canada. If that is so, Mr. Chairman, it is in my opinion a question that this Conference cannot decide, whether or not that should take place. It is a matter that the International Unions themselves must decide by referendum vote and by consent of the Building Trades Department of the American Federation of Labour and the International Unions affiliated with it. Therefore it seems to me that that proposal, if incorporated in the report, should not be voted on by this Conference. I would suggest that it be deleted.

MR. ANGLIN: Mr. Chairman, it seems to me that we have to remember that, in view of the fundamental purpose of this Conference, we are here in our personal capacity to some extent as well as officially; and, as is the case in our National Joint Board, we must all agree that what we do here is not necessarily binding on one side or the other. We are endeavouring to find solutions for present conditions. I did not even have the hope, when I made reference to this particular phase of our work, that a unanimous report would be brought in, and I am certainly pleased to notice that the employees on the Committee have approved of this suggestion. I wish to point out that this is a recommendation, and, if passed by this Conference, does not necessarily bind the organizations on the other side of the house to put it into force; but I wish to say also that we can never reach the success that I am sure we all hope to attain unless some such step, or some other step that

will accomplish this end, is made, and it seems to me that we, as individuals at least, ought to approve of this report as it stands.

MR. FARMILO: Mr. Chairman, I would like to hear that preamble read again.

MR. DOGGETT, (reading):

Your committee beg to recommend, after reviewing the rules and by-laws of the National Joint Conference Board, that an Association to be known as the National Building Trades Council of Canada be formed, to be composed of the International Labour Organizations in the Building Industries, and that this Council elect their representatives and provide the necessary finances for its proportion of the financial outlay of the National Joint Conference Board.

With regard to the remarks of Mr. Marsh, I may state that the labour members on the Committee recognized that there were probably several ways of putting this proposition through. We discussed the advisability or practicability of the Trades and Labour Congress of Canada co-ordinating the different Building Trades interests throughout Canada to the point of forming a Council of this kind. Another suggestion was that the formation of this Council could be undertaken by the existing Building Trade's Councils in all the districts throughout Canada. It was also suggested that probably the finances could be apportioned on a per capita basis among those Building Trades Councils. In other words, as labour men on the Committee we regarded it as an injustice to those five International organizations to ask them to assume the financial burdens for all the Building Trades in this country. We believe that the only successful way that this can be overcome is by the formation of a National Council to parallel, as I said before, the national body of the contractors and builders. If that plan is carried out, it will mean that the Local Building Trades Council will be in touch with that body; it will also mean that from time to time the Local Joint Industrial Councils will be referring matters to the National Joint Conference Board; and it is imperative that the machinery should be set up so that the National Joint Conference Board can function, and function fully; because we desire to see the existing Councils and any future Councils that may be developed and come into operation linked up with the National Board so that co-ordinated action can be taken at all times on questions of general interest to the whole Building Industry. I submit, Mr. Chairman, that the question of finances is a matter of detail, and that the labour organizations will have to work it out themselves. We have laid down the principle of what we think should be done.

MR. MOORE: The wording is hardly clear to me, Mr. Chairman. It says:

Your Committee beg to recommend, after reviewing the rules and by-laws of the National Joint Conference Board, that an Association to be known as the National Building Trades Council of Canada be formed, to be composed of the International Labour Organizations in the Building Industries.

Does it not rather mean that the National Joint Conference Board shall be composed of the Association of Building and Construction Industries and the various International Labour Organizations in the Building Industry, and that then this Council shall elect its representatives, each side providing the necessary funds for its proportion of the financial outlay of the National Joint Conference Board? If it is worded that way, then it leaves the matter of how the finances shall be arranged or of the form the association on the workers' side shall take to be arranged by themselves. I myself assumed that it was the intention of the Committee to state that the National Board shall be composed of two bodies; that is, the Association of the International Unions and the Association of Building and Construction Industries; and that the finances shall be provided by those bodies respectively, and the method of raising the funds shall be left to them when they are formed. Is not that the intention? This wording hardly gives a clear conception.

MR. DOGGETT: Your Committee had in mind, Mr. Chairman, that at the present time there is no machinery for electing delegates from the Labour elements to represent them on the National Joint Conference Board as now in existence. We desired, in recommending the formation of this National Building Trades Council, that that body should attend to the election of the delegates on the National Joint Conference Board, and also deal with the question of raising the employees' share of the funds that the National Board will require. That is our position. We do not want to convey the opinion that this National Building Trades Council should take the place of the National Board. The purpose of the National Building Trades Council that we desire to establish is to create machinery for the election of Labour representatives and the financing of the Labour side of the National Joint Conference Board. That is our intention.

MR. MOORE: Would it be satisfactory to deal with the constitution, and defer that part of the report until the Labour group have had an opportunity of discussing it amongst themselves? It more particularly appertains to them, and I think there is some conflict of ideas on our side of the house as to what it really means. We are, I understand, going to adjourn, shortly for group meetings. Might it not be better to deal with the constitution and postpone consideration of that one section?

MR. ANGLIN: Mr. Chairman, may I ask a question or two that will perhaps clear up some of the difficulties that I am sure are in the minds of some of the employers at least? The term "Building Trades Council" is used here. As I understand, Organized Labour, that is, International Labour, has in all centres Building Trades Councils. These Building Trades Councils are composed, of course, of the different union organizations in each centre. I mention that as a possible basis on which to work for a central Building Trades Councils. I know very well that the Trades and Labour Congress in

many things, especially legislative matters, is the centre of the International Unions; but this is a particular thing, and it is just possible that it might be better to constitute the Joint Industrial Board on the basis of the Local Joint Industrial Council in the Building Trades sending representatives to a central council which would elect representatives to the Joint Board. That is one way out. The other is, of course, to have this National Building Trades Council of Canada; but it is just possible that there may not be enough work for this large body—you naturally expect it to be a large body—to function on any other question than this particular one. So far as the employers are concerned, I think, they are willing to leave this report just as it stands until the next meeting, and have it brought in again.

THE CHAIRMAN: Will the mover and the seconder withdraw the motion?

MR. MOORE: We can deal with the constitution, and defer just that one clause.

THE CHAIRMAN: Do you wish to refer it back to the Committee?

MR. DOGGETT: I move, Mr. Chairman, that the constitution be adopted, and that the subject-matter in reference to the formation of a National Building Trades Council be referred back to the Committee for the consideration of the Labour group as a whole.

MR. MAGEE: Is it necessary to refer it back to the Committee? Could we not just let it stand until the matter is brought up again in Conference? That is, the preamble. I am quite agreeable to that, and I second the motion for the adoption of the model or draft constitution.

THE CHAIRMAN: That motion goes before the house. You have heard the motion, gentlemen.

The motion was agreed to.

THE CHAIRMAN: I think that completes the reports of the Committees that have submitted full reports. There are two Committees that have not yet submitted their reports, and we might adjourn until such time as they are ready to report, unless there is any other business coming from the floor of the house.

MR. ANGLIN: Mr. Chairman, a request has been made by the Employees' group for a brief meeting immediately on adjournment. I am sorry now that I did not bring up this point earlier, because I know that some from our side have gone out, and others not perhaps so many, from the Employees' side; so there are men who may be out of reach; but the Employers, I think, should also have a brief meeting at this juncture. The only question in my mind is how long we should allow for these separate group meetings. I would like to know from Mr. Moore.

MR. MOORE: If the Committees do not start until 5 o'clock, I think we can finish the group meetings by then if we get down to business at once. It is now 20 minutes after 4. Then the Committees who still have work to do could meet at 5 o'clock, and perhaps in that case the general Conference might reconvene this evening.

I understand it is the Employers' desire to continue today so that they may be able to leave tomorrow. If so, we would have to reconvene this evening. On our side of the house we are quite agreeable to meeting either this evening or tomorrow morning, just as is desired by the other side. If we are to meet this evening, and if the Committees are to meet at 5 o'clock and the members are to have time afterwards for supper, I think 8.30 would be soon enough. Is it the desire of the Employers that we meet this evening or tomorrow?

MR. ANGLIN: Mr. Chairman, I think it is the desire of all the members on this side and, I feel a good many of the Employees' side, that we finish as quickly as possible, because we all have work to do, and I am sure that the Employers approve of the programme outlined by Mr. Moore, that the separate groups meet now and complete their work by 5 o'clock; that the Committees which have unfinished business to do should meet immediately at 5 o'clock in the usual places, and that we meet again tonight at 8 o'clock. I think half-past eight is a little bit late. I am sure you all hope that we shall be able to conclude tonight. We have heard a great deal recently of the long sittings which are taking place to the right here (in the House of Commons), running into the small hours. If it were possible for us to finish by continuing until the small hours, I think the Employers would like to see our business finished tonight. So I approve of that arrangement, except that I think we ought to name 8 o'clock instead of 8.30. It usually takes us 15 or 20 minutes to start.

MR. MOORE: If in saying 8 you mean 8.30, all right.

MR. ANGLIN: If you say 8.30, it will be 9 o'clock.

#### QUESTION OF PRIVILEGE

MR. J. WINNING, (Winnipeg): Mr. Chairman, I rise to a question of privilege. I am forced into this unfortunate position of having to take issue with the efficiency of the press. I notice that I am quoted in a Canadian Press despatch as having advocated an extension of the 8-hour day in order to increase production (laughter). I am sure I never advocated anything of the kind. However, in talking to our friend the reporter of the Canadian Press I am told that what he did put over the wire was the statement that I had advocated the extension of the principle of the 8-hour day. Now, there is a big difference. I know that when I get back home I shall be faced with box-car letters in a certain prominent paper there, stating that I have advocated an extension of the 8-hour day in order to increase production. Now, you fellows, if you want increased production, for goodness sake don't ask anybody to work longer than eight hours, because you won't get it.

The Conference adjourned until eight p.m.

#### EVENING SESSION

The Conference resumed at 8.45 p.m. Mr. E. McG. Quirk, Vice-chairman, presiding.

#### JOINT INDUSTRIAL COUNCILS

THE CHAIRMAN: The first matter to come before the meeting is in reference to Joint Industrial Councils.

MR. TOM MOORE: There is one matter relative to the last report which was submitted by the Committee on Joint Industrial Councils. The Labour group met and considered it, and, inasmuch as it pertains particularly to matters which they think can best be dealt with by themselves, they would ask that that part of the report be eliminated and the following substitute:

That we approve of the continuation of the National Joint Conference Board; and that we recommend to each group the further consideration of such matters relating to finance and representation as would tend to strengthen the Board.

I move accordingly.

MR. J. P. ANGLIN, (Montreal): Mr. Chairman I understand that this carries with it on the part of organized labour the desire, if not the intention, to take whatever steps they can to strengthen the hands of the representatives on their part of this Joint National Board. As has been pointed out before, and I understand it is the case, there is no means at the present time of having the members elected or appointed officially; and I understand from the other side that they wish to take whatever steps they think necessary to accomplish this end, because what was suggested by the committee in its original report might perhaps injure the chance of forming an even stronger body. I second the motion.

THE CHAIRMAN: If there is no further discussion, gentlemen, I take it that the motion of Mr. Moore, seconded by Mr. Anglin, is acceptable and carried.

MR. G. A. CRAIN (Ottawa): Mr. Chairman, might I be allowed a word? We have considered this whole matter very thoroughly, and spent considerable time upon it. The three cities that have established these councils have really not got the full benefit of them. If we are going to get the full benefit of the work done in this Conference, it behoves both the employees and the employers, when they go home, to inaugurate councils in their own towns, and to get them to work. It seems to me that there is sometimes a bit of prejudice on the part of employers against the establishment of these Industrial Councils, in the different centres. Our experience of them, in Toronto and Ottawa—and I think in Hamilton as well—has proved very satisfactory. But, as I said before, if we are going to get the full benefit of this Conference, both sides should see that councils are established.

The motion was agreed to.

## CONDITIONS IN OUR INDUSTRY

MR. J. M. PIGOTT (Hamilton): Mr. Chairman and gentlemen:

I have much pleasure in moving the adoption of this report.

For report see page xi.)

MR. J. W. BRUCE (Toronto): I have much pleasure in seconding the motion for the adoption of this report. While it perhaps appears lengthy, any attempt to elaborate the details of many of the things that we felt essential to the report would have made it longer. I refer particularly to some of the things that I mentioned, among others the tremendous amount of vacant land, owned by the Provincial and Federal Governments, which is being retained for public work which could be commenced.

We did not attempt to touch the unemployment problem; but I may say that the Committee felt that the condition every winter was of the Building Industry being put on the streets at a time when there is always a surplus of labour which has been driven off the farms into the cities. With a proper system of distribution of work, particularly on public works, which can be regulated, in our opinion it would be an easy matter to make provision so that even during the winter months there would be a minimum of unemployment. The serious condition of unemployment at the present time is, in my opinion, a matter that should command the attention of all Governments. I believe that it is doing this, because only yesterday the Senate of this country, which is supposed to be a very slow-moving institution, and very deliberate when it does move, appointed a committee to attempt to solve the unemployment problem. I hope that the move it is making this time is going to be a deliberate one and that it will at least alleviate the situation. It is going to consider the conditions of employment, and some of the things it will find are serious as far as the progress of this country is concerned—things that need adjusting. All that the members of that committee need to do is to investigate the conditions of building in this country, particularly in reference to prospective buildings for the Government of the Dominion, and they will find that there is an opportunity of expending between \$200,000 and \$300,000 in absolutely essential public works which could be gone on with and which would relieve in a great degree the situation in one of the basic industries of this country. If this work were started, it would give a stimulus to all the industries of this country, and would bring about a more desirable condition than exists at the present time.

MR. JOHN PUTHERBOUGH (London): I just want to say one word, Mr. Chairman. I realize the shortage of dwellings. I realize the hardships that are caused by unemployment. I may be wrong in assuming that many of the hardships that come to the unemployed are self-inflicted. I merely mention this in passing. Our labouring class, along with everybody else, seems to have gone amusement-crazy. I believe they have some 40,000 seats in picture shows in Winnipeg, and even in the present hard

time those shows are filled three or four times a day. I for one am not inclined to encourage such a situation and supply the means to continue it. Enough of that: I am not here to preach.

We are all convinced that there is a shortage of houses; but I want to say that it is within the province of every young man that has ever lived in Canada to have a house. I may be right in that, or I may be wrong, but that is my belief. I believe the young man of our country to-day does not look far enough ahead towards providing a home and getting himself a wife and family. I do not like personal references; but take the case of any young man: take my own case. When I was twenty-three years of age I had not a nickel; I spent all my money in building a barn for my father, and started out without a cent; but when I was twenty-seven I had a house. There are people who are not so fortunate; but I hope we shall not adopt a policy which will be equivalent to saying, "Waste your life, and we will give you a home." In order to relieve the situation and to provide homes, I would like to offer a challenge. I am building houses now; I have built two or three every year, though I could not afford to do so; I put workmen into houses last year. I am willing to go home from this Conference and build a working-man's house, and I challenge the builders and workmen to go home and do likewise. I believe that, if you are interested, and if your organizations are interested, they will arrange to finance the scheme. If any young man in this country of twenty-one or twenty-two years of age will follow my instructions he will have a home when he is twenty-seven. If there is a man out of employment in London I will find him employment, and, if anyone will name a man in my city who has not a house, I will find him a house. I believe in doing things, and I think we can alleviate conditions. That is my position in the matter.

I do not think we can do anything in the way of inducing the Federal Government to make loans; but we can do something ourselves. I can.

What I believe this country needs is individual initiative and development. That is what the Prime Minister said not long ago. I may have said some things which do not appeal to the builders; but I believe we should all have personal convictions. We should have individual worth and initiative. England is sending her unemployed here. Where are we to send ours? We should adopt a policy that would place our country above any other. What was it that made our soldiers famous in the war? It was their initiative power. If Canada could develop a policy of individual initiative on the part of every man that comes into the country, we could make the country prosperous. But if we adopt a policy whereby we pick up every failure, much as some of them may deserve help, we shall be adopting a policy that tends towards degeneration. I realize that men are out of work. I also know that the farms of this country are not half developed. Look at the effort we put forth during the war to develop farming; look

at what was done in the way of gardens; but to-day we are falling back, through the old, indolent way, onto a position of carelessness and selfishness. Should we not put forth the same effort to-day that we put forth during the war? Then, we thought need so great that we were able to put forth almost superhuman effort, and we were willing to plunge our country into a debt which it is almost impossible to carry. But I believe that we are to-day capable of the same effort, and that we can lift the country out of its present position. I am proud of Canada; I think this country can place itself in a position above that occupied by any other nation in the world; and I think this country is productive of the kind of men necessary to do it.

HON. G. D. ROBERTSON (Minister of Labour): I wonder if I might say a word at this juncture, not in connection with the scarcity of houses, but on the general, broad question of providing employment? It may not be generally realized that the people of Canada are purchasing from the United States a little more than \$1,000,000 worth of goods per day more than we are selling to them. I submit, gentlemen, that if that \$1,000,000 a day were spent in the purchase of goods manufactured here and of the natural products of this country, instead of for things that perhaps we could get along without, it would greatly relieve the unemployment situation. Only yesterday I was amazed when a man stated to me—and he was only one of probably a dozen dealers—that he had sold in this city 124 new automobiles since spring opened. There is no scarcity of money when that can be done. In addition to that, he had sold 26 second-hand cars. It seems to me that you gentlemen here, representing the employers and large bodies of organized labour, might with profit point out some of these things to your people when you come in contact with them, and endeavour to spread the idea of buying Canadian-made goods and of putting Canadian woods into buildings instead of importing fancy stuff and paying the highest prices for it together with exchange. We have materials in this country good enough to put into any building. Why should they not be used?

There is just one other thought. All of us and our wives purchase many articles from day to day without much thought as to where they are made or where they come from. Let me give you an instance. I went into a drug-store the other day and asked for a stick of shaving soap. What did the clerk hand me? It was a stick of Colgate's shaving soap, made in the United States. I said "Haven't you any soap made in Canada?" "Oh, yes," he said, and he handed me a shaving soap made in Perth. I then said to him, "Why did you give me the other soap?" He said, "Oh, everybody uses Colgate's." All that the people of this country have to do is to ask for Canadian articles and they will get them; but it seems to be ingrained in the minds of the people that the imported article is better than the home-made article. The sooner we get away from that idea ourselves, and the sooner we get our neighbours to realize that industrial prosperity and employment for our workmen

depend on patronizing home industry, the sooner we are going to remedy the unemployment situation.

THE CHAIRMAN: It is not usual, I think, for the Chairman to ask for speakers; but on this occasion I wish to call upon a gentleman whose natural modesty might keep him from speaking. He is a citizen of Quebec, my adopted province—I say "adopted," because I am an Irishman—the fairest province of them all.

LE PRESIDENT: Nous avons le plaisir d'avoir au milieu de nous ce soir, Monsieur Brousseau, des contracteurs principaux de la ville de Québec. Il nous fera grand plaisir à tous d'entendre M. Brousseau en français.

M. BROUSSEAU: Monsieur le président, je dois vous remercier de la faveur que vous me faites d'adresser cette assemblée en français. Cependant, malgré tout le plaisir que j'aurais de me rendre à votre demande et la plus grande facilité avec laquelle je pourrais faire mes remarques, je préférerais, avec votre permission, adresser cette assemblée en anglais, pour la seule raison que je voudrais être compris par tous les délégués ici présents; car je sais que la majorité ne comprennent pas le français. Comme mes remarques doivent être entendues par tous les représentants des différentes parties du Dominion, j'adresserai les quelques mots en anglais. Non pas que je sois bien familier avec votre langue, car je suis plutôt non familier. En tout cas je ferai de mon mieux. Je dirai à tous mes concitoyens de Québec que les deux langues officielles ont été reconnues ici et qu'on m'a accordé la faveur d'adresser cette assemblée en français. Je vous remercie, Monsieur le Président, au nom de mes concitoyens.

MR. BROUSSEAU, (continuing in English): I want to talk about the city of Quebec, and of course, you will not expect anything new, because Quebec is cited in different parts of the Dominion as being behind the times. In many respects we are ahead of the times. The city of Quebec at the present time is in good condition. I am not going to make any suggestions because we on this side are not supposed to do that; neither do I believe that any statement of mine would influence this meeting in any way whatever.

But, to return to industrial conditions in the city of Quebec. I have in my hand a copy of the French paper, *L'Événement*, from which I will give you some figures. It says here that \$373,000 of building permits were issued yesterday, including a bank at \$200,000 and a convent at \$45,000. In another place I find that permits have been issued for dwellings at \$16,000, \$5,000, and \$2,000. But this is not all, Mr. Chairman. Tenders have been called for a school costing \$200,000, and the contracts will be awarded tomorrow—and I expect to get part of that; and they are drafting plans for another school to cost \$200,000, and the contracts will be awarded next week. Quebec has also taken advantage of the \$1,000,000 loan from the Dominion Government, and expects to spend \$400,000 of it to build from 75 to 100 dwellings; and, to my knowledge, a company is

to be organized within a few weeks to build another 100 dwellings.

I have heard some statistics quoted in regard to the Dominion of Canada. We have been told that there has been a decrease in the number of men employed throughout the Dominion in the last three months. That is true, with the exception of the province of Quebec, which shows an increase. I think, Mr. Chairman, that the city of Quebec has contributed a great deal towards the increase shown in our province; and, although I have no statistics, I know that about \$2,000,000 has been spent in the last two months in the city of Quebec.

Then, what about strikes? Since I have been in Ottawa I have not picked up a paper without reading about strikes, strikes, all around. But what do I find when I take up my own paper? I looked all over it, in every corner, and could not see anything of that sort, so I wired to the Secretary of the Exchange in Quebec to inquire, and the reply came back, "O.K." as usual." Mr. Chairman, Quebec may be alone, but in some respects we are proud to be so.

The standard of living in Quebec is as good as anywhere else in the Dominion of Canada. Although the report of the Committee assumes that the average workman's family consists of three, we do not agree with that (laughter). And I know something about it: I am the father of twelve children (laughter), and I hope my children will all follow the example of their father (applause and laughter). Our workmen are not any different (laughter): although they are not as ambitious, they are following up very closely (laughter). Although they have this handicap, they still find it possible to keep their families healthy and happy.

There is another matter that I may mention, although perhaps I shall not be listened to. In our city there is no limit to the hours of work, the men working sometimes nine hours and sometimes ten hours a day, and in the summer time, in the sunshine, that is no hardship.

Then there is no prohibition (laughter and applause). So I say, "God bless our province of Quebec."

You may say, "What about union labour?" Well, we have unions in Quebec and a great number of union workmen, but at the same time we have many workmen who are not members of unions at all. They are all working together. We do not hear anything of unions at all. Nobody ever asks the men if they are union men or non-union men. The men work all the year long, all the decade long, and I may say that on my father's farm there is one man who has been there for forty-nine years and who has not lost a day. There are others who have been there for shorter periods, and I have some men working in my own business who have been brought up from apprentices, and who are my best friends today.

MR. A. MARTEL (Montreal): Mr. Chairman, I rise to say that I am heartily in favour of the report that is before the Conference; and while I am on my feet I want to say a few words with regard to the province of Quebec, because I know it. My confrere here from the city of

Quebec (Mr. Brousseau) said that we were behind the times. I believe him: I concur with both hands and feet. We are behind the times in many respects. We are so much behind the times that we are still wet; we have not yet gone dry (laughter), and there are many other ways in which we are behind the times.

The supposed prosperity of the city of Quebec, or the province of Quebec, is not so apparent as my confrere would lead you to believe. He said a few minutes ago that there were no strikes in Quebec. He said: "Read all the newspapers, and you will not see any mention of a strike; read the Ontario papers and you will find very little else." Well, that is because in Ontario there is still enough life left in the men to strike; in Quebec they are dead (laughter). In Quebec they have not enough energy to strike against the miserable conditions existing there. The gentleman says: "We still work 10 hours a day—all hours." Well, if a man has any ambition, or any desire to better his condition and the condition of his country, there will be some limit to working hours. It is no wonder that we have large families; all we do is work and sleep (laughter). Then, Mr. Chairman, the offspring of men who have been working all hours don't know anything but work, and I believe that life means more than that. I believe in a reasonable day's work and a reasonable day's pay. I believe in strikes when necessary—only when necessary. I believe in a life which we can enjoy, and in which we can go and fill some of those empty seats in the theatres and moving-picture houses of this country. In other countries, when they have a surplus of labour, instead of sending them to the bug-house (laughter), they send them to Canada. We do not want to go to the bug-house, so we go to the moving pictures—and we must have time for these things. But a good thing to prevent us from spending too much time at the moving pictures is work, but not work on a job where you have to remain all hours.

Conditions in the city of Quebec are not encouraging on account of the poor wages paid. Sixty cents an hour for carpenters is the wage in the city of Quebec, and there is only one man good enough to pay that, and he is right in this room—and he came from Montreal; if he was a Quebecer, he would be paying 45 or 50 cents, like the rest of them. I want to take objection to anyone coming here and telling the people that Quebec has contributed largely to the prosperity of Canada. I am not a knocker; I was born the province of Quebec, and there have been Martels in that province since 1608, but I am not going to stand for anything that is not in reason.

MR. E. G. BROSSEAU (Quebec): I did not say that we were behind the times; I said we were cited as being behind the times. My friend said we are dead in the city of Quebec. Well, we are alive to look at him, and he will not kill us either. I ask who has killed labour in the other parts of the province? He said the situation in Quebec was not encouraging. After listening to him, one would not think so.

MR. J. P. ANGLIN, (Montreal): Mr. Chairman, I just wish to express my appreciation of the courage of our representative from the city of Quebec (Mr. Brousseau). I never had the pleasure of getting acquainted with Mr. Brousseau before, and I must say that I admire him very much.

I do not wish to enter into this discussion, but, as it has taken place, I may say that it has been most interesting. I happen to have been born in the province of Ontario, and I became of age in that province. I also happen to have made the province of Quebec my home, and I have been there long enough to become of age again, so that I feel that Quebec is my province. Now, as thinking men, we all know that happiness and health do not follow high wages and that kind of thing; and, after all, are not health and happiness and comfort the chief things in this life? It is possible that part of Canada does enjoy all these benefits, and is content. It is not necessary, it seems to me, that the whole of any country should develop along the same lines, and it certainly is not necessary in Canada. I think I owe it to my confrere on this side to make this statement, just because I feel that under the circumstances it is due to him.

MR. FRED WELSH, (Vancouver): Mr. Chairman, getting back to the subject under discussion, the need of building, may I throw out a suggestion to our friends on the other side, and give a possible reason for the slackening off of the building industry during the early months of this year? This slackening off has been prevalent in the West since the early part of the year; in fact, since last fall. In the early part of this year a campaign was started by the master builders, who came out in the papers stating that wages, materials, etc., were on the decline. In fact, on the 1st of April this year we heard marvellous things as to a reduction of wages. To my knowledge that campaign stopped a considerable amount of building around the city of Vancouver, and undoubtedly it has had an effect throughout the Dominion of Canada. I would say now, and I think that in saying it I voice the sentiment of the workers, that wages in the building trade will never go down to pre-war rates; and I think the employers will agree with me when I say that materials will never go down to pre-war prices. The economic conditions of the country are such that they will not permit it. The taxes that have to be met will not permit of a return to pre-war conditions. If the employers go from this Conference with that idea firmly fixed in their minds, and say to the public, "You will get your building done today as cheaply as it will be done for a good many years," it will bring about a feeling of confidence and stability; but if they continually talk of lower rates in the future, of necessity the person who wishes to build, either for a home or for investment, will refuse to put his money into something that in a year or two will be of less value than now. That is an accepted fact, and in my opinion the effect of the lowering of the cost of building during the last two or three months has been to prevent

much work being done, not only by private individuals, but by others.

In the city of Vancouver the school accommodation for four years has been a disgrace. Many by-laws for the erection of buildings have been placed before the voters,—and at the last election we anticipated that they would go through,—but owing to the talk of a reduction in the cost of building all the work was turned down. Other public works, and matters upon which property owners have the say, have been turned down in the same way. In my opinion, if the public regains confidence that the cost of building is not going down they will go ahead.

When one looks at the chart and sees that material is higher than ever before in history, and that the cost of labour is as high as it has ever been in this country, and then looks at the amount of building done, he will realize that there is something wrong. But the insidious propaganda of lower costs has been played up through the newspapers, and while it is carried on, as far as the public is concerned, building is a dead issue.

MR. F. T. KING, (Vancouver): Mr. Chairman, what Mr. Welsh has said as to materials not being reduced is absolutely incorrect. Anyone who knows anything at all about building knows that materials have come down. Take glass, for instance. Since the 1st of January it has gone down 30 or 40 per cent; bricks have dropped 20 per cent; lumber is down 50 to 60 per cent; sand and gravel are down, just cut in half, and anybody from British Columbia knows that what I say is true. There is not an item in the building trade, except plumbing fixtures, that has not come down. As far as wages are concerned, I would like you gentlemen to help me out on this problem. We made a bargain to pay carpenters \$7.25 a day to April 1st of this year. Along in November, December, and January, 50 to 75 per cent of the union carpenters were working at \$4, \$5, and \$3 a day. We called in the International—we have the whole bunch: the Amalgamated, the O. B. U., and the Non-Union and we said: "This is not fair to us—we are paying \$7.25 a day." The agreement was a gentleman's agreement. We have no closed shop. We said: "Is it fair that we should have to pay \$7.25 when your men are working for \$5 or \$3 or less?" They debated the issue, and dodged it for four or five weeks. We said then: "You have to do something: Will you take advantage of the circumstances, or leave things to supply and demand?" The position is this: we fellows who played the game—and most of us on this side are trying to play the game, and play it fair—were penalized by making an agreement with you, because your own men went to work and burst the thing every time. You set the rates yourselves, and we are penalized. You agree to \$3.50 on April 1st. The bricklayers are going to take \$8 on May 16th. They would have taken it on April 1st, but apparently there was some misunderstanding of the arrangement, and we give them the benefit of the doubt. The plasterers, too, are coming down. I am not a talker; contractors are not; but I am stating facts.

We figured on apartment houses and office flats during the last year or two, and to-day they are not a commercial proposition. You cannot build an apartment house in Vancouver to-day and get rent that will make it pay. That is the fact. I do not know anything about economics, but that is true.

I came all the way from Vancouver to learn something about Joint Councils—we have one whenever we sit down with the gentleman opposite, he has his mind made up before we start, and he will never shift, and we always lose. His policy is defined, and we are only wasting time.

We have one Joint Council which Mr. Welsh is responsible for. About six weeks ago I said to him: "I want to talk to you: I want to stabilize wages in this province." When I say "I" you will excuse me: I happen to be the President of the Contractors' Association. I said that we paid carpenters \$6.50 and painters \$7. This is the point I am trying to make, you see. We have a weak-kneed lot of paper bosses: when the spring season comes on they will pay anything. Now, gentlemen, the trouble is this: the gentlemen over there are not sincere; they have their minds made up.

MR. MOORE: Mr. Chairman, I object absolutely. I do not mind jocular remarks of that class; but whilst we are willing to stand a great deal, when our sincerity is challenged we must object. If that is the opinion of the gentleman speaking regarding this side of the house, then of course there is no need to continue in conference. If there is no feeling of sincerity.

MR. KING: I apologize. I will not say they are not sincere. What I say is this: it seems to me they always have their minds made up. We come along with open minds and willing to be convinced, but we never get any farther. Whenever we sit together they always want to have their way.

MR. JOSEPH M. PIGGOTT (Hamilton): You may have noticed by the report on conditions in our industry that we purposely left out the matter of wages: we also left out the matter of unemployment; because we considered that the two were very closely allied. That particular subject of wages and the possible reduction of wages was referred to a joint committee composed of a portion of our committee and your committee on Costs and Production; and, in order that our time may not be taken up by a discussion that is rapidly drifting into one on wages, I would suggest that you have the members on both sides of the floor confine their remarks to the conditions in our industry as described in that report.

THE CHAIRMAN: The report has now been presented, and it is moved by Mr. Piggott and seconded by Mr. Bruce that the report as read be accepted and adopted.

The motion was agreed to.

## COSTS AND PRODUCTION

### THE WAGES QUESTION.

THE CHAIRMAN: The next item is the report of committee No. 3.

MR. JOHN GRIEVE (Montreal): Your committee on Costs and Production submitted two days ago resolution 1, dealing with item a: "Factors in Building Costs." In order that the whole report may be rounded out, I intend reading it from the beginning:

For report, see page xvi.

THE CHAIRMAN: Any remarks?

MR. GRIEVE: I beg to move the adoption of the report.

MR. TOM MOORE: Mr. Chairman, I would like to ask a question to simplify matters.

THE CHAIRMAN: The motion is not seconded, Mr. Moore.

MR. MOORE: Even before it is seconded, I think we may have this cleared up. The first resolution No. 1, has already been dealt with, and I presume that the seconder of the motion for adoption would not necessarily be understood to be recommending that the entire report be reconsidered. The understanding is that resolution No. 1 is to be regarded as a closed matter.

MR. GRIEVE: Yes.

MR. MOORE: The motion is for the adoption of the entire report, but if the mover would include in his motion that the resolutions be first taken up separately, for separate decisions, then we would be in a position to second it.

MR. GRIEVE: I am agreeable that each resolution should be adopted separately.

MR. MOORE: I will second the motion that the report be received; because, if we adopt it, the question is, which resolution are we adopting? For under two of the headings there are two separate reports. I think the wording of the motion should be: "That the report be received and placed on the records." I would second that if that is the intention.

THE CHAIRMAN: Any discussion, gentlemen? It is proposed now that the first resolution be adopted. The question is open for discussion. I take it that there is no discussion on that first resolution.

MR. J. B. CARSWELL: The first resolution is passed.

MR. MOORE: Which are you dealing with Mr. Chairman?

THE CHAIRMAN: We have a, b, c and d.

MR. MOORE: Paragraph a was dealt with.

MR. CARSWELL: There is evidently some confusion. Resolution No. 1, dealing with item a, "Factors in Building Costs", was passed at the last general meeting. In introducing the report Mr. Grieve stated that the would simply read it again in order to round out the report. We have no business with resolution No. 1. Resolution No. 2, which is headed item b on the agenda, is: "Efficiency and its relation to

Production." I will move that that part of the report be adopted.

MR. FARNILO: I will second that.

THE CHAIRMAN: It is moved and seconded that item b, "Efficiency and its relation to Production" be adopted.

The motion was agreed to.

THE CHAIRMAN: Your next resolution is on item c, "Hours of Labour."

MR. CARSWELL: Resolution No. 3, dealing with item c on the agenda, "Hours of Labour." comprises two reports. It reads

Resolved, that this Conference recognizes that the greatest efficiency per hour of the workmen is attained in the eight-hour day.

On that we are unanimous. Then we present two qualifications—one by the Employers and one by the Employees. The Employers' qualification states:

We do not look favorably upon any legislation governing hours of labour.

The Employees' qualification states:

We believe that legislation should be immediately enacted.

That is the cardinal difference between the two qualifications.

THE CHAIRMAN: Then it is moved and seconded that item c be adopted with the reservations.

MR. BROUSSEAU: With regard to that resolution the 8-hour day, I want to say that we do not support it; Quebec is not bound by it. I do not support it; Quebec is not bound by it. I do not want the people of Quebec to think that I agreed for the city of Quebec on this recommendation.

THE CHAIRMAN: Item c is passed. Any objection? Now we come to item d. That is, No. 4, is it not, Mr. Carswell?

MR. CARSWELL: Yes.

THE CHAIRMAN: No. 4, also has reservations, has it not?

MR. MOORE: Yes; there are two resolutions.

THE CHAIRMAN: Then it is proposed that item d, with reservations, be adopted?

MR. MOORE: No. There are two resolutions. I rise at this particular time simply to move that this Conference adopt the resolutions submitted by the employees.

MR. FARNILO: I would second that motion, Mr. Chairman.

MR. MOORE: The resolution is:

That in the matter of wages and their adjustment there has never been any national standard established or national declaration as to the amount of wages workers should receive during the time the cost of living was increasing; therefore any adjustments actually necessary at the present time should be arrived at by agreement between the employers and employees of the Building Trades Industries in their respective localities.

I move that that be the record of the Convention in relation to item d of No. 3 on the agenda.

MR. CARSWELL: Mr. Chairman, I beg to move an amendment that the first resolution, by the Employers, be taken as the resolution to be adopted by the Convention.

MR. MOORE: Will you read it?

MR. CARSWELL (reading):

RESOLVED: That we find that with the serious shortage of buildings which exists and with the high rents pertaining, because of this shortage, it is evident that there is a grave reason why investors are not interested in this industry.

This reason is, in our opinion, the present high cost of building.

The high cost prevents the security necessarily insisted on by conservative financial institutions, and also reduces the return on investment to a point far below that obtainable from other sources.

It is therefore necessary as a preliminary to the revival of the industry that these conditions should be righted.

On the other hand, it is realized that a too violent disturbance of existing prices either of labour or material would be disastrous to the country as a whole, as well as to members of this industry, but we recommend that this conference go on record as advising that every possible reduction in materials and labour be made.

It has been shown that reductions of from 20 per cent to 50 per cent have already been made in many materials, and we have endeavoured by every means possible to persuade the labour side that labour should do its share, but unsuccessfully. We feel that building trade wages in order to conform to the reduction of materials and the wages of workers in factory and mill should be reduced from 10 per cent to 25 per cent depending on conditions.

MR. GEORGE H. WHITLOCK, (Moosejaw): I beg to second the motion.

THE CHAIRMAN: I do not think the Chair can take that as an amendment. There is a resolution from each side of the House. Neither is an amendment to the other.

MR. ANGLIN: It is an amendment to the report Mr. Chairman.

MR. MOORE: My motion was that the resolution submitted by the Employees be accepted by this Conference as the report on that item.

MR. CARSWELL: What is the use of splitting hairs? We have two reports. Why do we not take the two reports together? One report we have to be defeated, or else the one report will have to be adopted by each side. If you want the hairs split, then we will move as an amendment that the resolution of the Employees be not accepted.

SOME EMPLOYEES' DELEGATES: That is a direct negative.

MR. K. D. CHURCH: I would move that the two reports be taken up simultaneously.

MR. MATTICE: I second that.

THE CHAIRMAN: Will you speak to the motion?

MR. CHURCH: Not necessarily. We have the two reports before us. I think that the report of the Employers, the report which our side of the

Committee has seen fit to bring forward, should be adopted.

THE CHAIRMAN: Any further discussion gentlemen?

MR. J. P. ANGLIN, (Montreal): Mr. Chairman, I hardly know what motion, or amendment, or we have come to a situation in which, if we were to take a vote, it would be necessary practically to divide the Conference, and that would mean nothing. What the solution would be in ordinary parliamentary procedure I am not prepared to say, and I doubt if our worthy chairman, or vice-chairman, would be prepared to give a ruling. At the same time I feel that, no matter what I am speaking to, even if it is against Mr. Moore's motion that the Employees' resolution be adopted, I must speak on the question of wages. I could only wish that the day were younger and that we had not arisen at the end of three or four days' hard work so that we might deal with this subject with perhaps a little clearer thought. However, we as Employers realize, from the attitude which has been taken by Organized Labour on this wage question, that no matter what happens to their resolution or our resolution, when it comes to definite action, it is their resolution which they will have to act upon. That, Mr. Chairman, is what we think might be called an anti-climax to this whole Conference. We came here from all over Canada, as Employers and Employees, to study and consider intelligently the present situation in the Construction Industry, and I think we are both agreed that the present condition, no matter what its cause, is a condition of deadlock.

Now, what is the use in trying to evade a discussion and stop definite action, and agreement if possible, on the one question which is so vital to the success of the men on both sides of this house? The question of reduction of wages is one that has been discussed in the press and in industries for months and months. We hear of it all the time. I do not pretend to express an opinion as to the advisability of reduction: I simply say that it is a fact that the discussion of it is going on. Within the last few days we have had from the biggest industry in America an announcement of a reduction of 20 per cent. What the result of that announcement will be remains to be seen. But we do know that there have been many reductions made in many industries, and that we are on the road to the new normal in costs. Whatever that new normal may be is open to question and very much difference of opinion. Some say that the new normal will be 50 per cent above that of the year 1914 or thereabouts. If we look back over history we shall learn that after every big disturbance in the past—and there have been disturbances which in proportion to the world's progress were just as great—there has been a continuance of the increases in cost which occurred during the disturbance such as we have had in the last few years. After that period of increases there has been in the past the swinging back to what was a new normal, and that new normal, I think, in every case was higher than the pre-war or pre-

disturbance level. Is it not reasonable, therefore, to conclude, from our study of the situation and from the facts as we know them to be at the present moment, that we are going back to the new normal?

Now, Mr. Chairman and gentlemen, it seems to me that our business here tonight is, if possible to settle on something that is going to prevent that pendulum from swinging too far back. Merely to throw this whole question back to where it was before we came to Ottawa would be to allow it to go much farther than you men dream it will go. On the other hand, we can sit down here and intelligently lay out a programme. It may not be the one the Employers have brought forth, worded just as they have it, but it should be a programme that will show to this country that we are intelligent men, that we are here to grasp the situation, and, as I said in my opening remarks in this Conference, not to dominate, but to understand. There has been too much domination. That is what we thought in the war. We are surely here to try to understand, as intelligent human beings. And I am quite willing to admit frankly that there is as much intelligence on one side of this house as on the other.

Mr. Chairman, I would like to go on and discuss this question from top to bottom. I am sure there are on both sides of this house many men who would like to discuss it, and it seems to me, as this is the vital question of this Conference when all is said and done, we should devote to it the time necessary, even if it takes all of tomorrow morning. It is just possible, however that we may be able to reach some understanding of the question tonight.

Now, coming to a consideration of the present situation in our industry as to wages. In Eastern Canada we have been in the habit, perforce, without any choice on our part as Employers—I know nothing about the other side—of considering that the reduction in wages in the city of Detroit was the beginning of a wage reduction for Eastern Canada at least. There may be in the city of Detroit some conditions which are peculiar and with which I am not familiar; but I do know that Dechoit went so high in its wages last year and previously that Windsor was obliged to follow, and other towns near there were obliged to follow, and the rest of us, farther East, were grading down. Now Detroit, I am told on good authority, has agreed upon a reduction of 25 per cent in the wages in the chief trade building, and the reduction grades from the chief trade down to about 10 per cent reduction. Coming across the water to Windsor, we find that the same question has been under discussion there, and, while there is no agreement, they are satisfied that the action of Detroit will justify them in accepting a similar reduction, although not quite so great. That question is open in Windsor today. Can we gentlemen, in all reasonableness expect Windsor to pay more money than they are paying in the big city of Detroit? We go north to Sarnia and we find the wages still lower. In Sarnia, I understand, they are working on the so-called

plan of optional employment. Nothing has been said here about this plan of optional employment. I think we ought to discuss the question: there is no use in evading it. I have felt, Mr. Chairman, that one of the big mistakes that was made at the National Industrial Conference held here in the fall of 1919 was that, when they came to the really vital questions on which they could not agree in Committee, they slid them through with separate reports, without discussing them. It seems to me that is not an intelligent way to deal with such questions.

It is hard to give these facts in order, but I will take them as I have them here. In Halifax there has been no new arrangement made. In St. John, no change. In Quebec city, as we have heard, no change and no agreement. In Montreal, there has been a schedule put out, which runs around 10, 11 and 12 per cent reductions—I am not speaking of common labourers. This in most cases has not been agreed to. In Ottawa there has been put out a schedule from 10 to 15 per cent below the rates of last year. In Toronto the question of wages has been considered, and I understand that some few—individual trades have practically agreed upon no change in the situation as to wages paid. We are told by those who are present from Toronto, however, that these agreements have not been accepted by the Builders' Exchange nor the General Contractors' Association. In Hamilton a schedule has been put out which is 10 per cent below the wages of last year. In Winnipeg, where there is what has been cited to us as one of the best arrangements in the country for settling wage disputes, the matter has been submitted, I understand, to the Local Joint Industrial Board, or Council, or whatever they call it, presided over by the worthy Dr. Gordon. I believe that the matter was referred at the request of both sides to this Council for decision. There in many trades they have already arranged a reduction of from 10 to 20 or 25 per cent. In Calgary, a 10 per cent reduction. We have heard from Mr. King what happened in Vancouver, and it is an actual fact. Now, Mr. Chairman, in view of this condition, would it not be much more intelligent for us to face the situation and agree, not on a definite percentage—I think that would be a mistake for either side—but on the principle of a gradual reduction such as is outlined in the other portion of this report?

Before sitting down I would like to say that I appreciate fully the situation of the gentlemen on the other side of this room. They are here as the definite officers of a large and definite organization, and frequently they have definite instruction which cannot be overlooked—definite instructions contrary to which they probably could not take action. At the same time, it seems to me that we are here also as citizens of Canada, and I would like to have this question frankly discussed and to see, if possible, some agreement arrived at, rather than to have the whole thing slid over, as this resolution would suggest. (Applause).

MR. TOM MOORE: I am sure, Mr. Chairman, that we have all listened with a good deal of

interest to Mr. Anglin's able presentation of the reasons why in his estimation the resolution supported by the Workers be not adopted. In speaking to the resolution submitted by the Workers I would like first to make a quotation given at the convention of the National Clay Products Association; I think it was held in the city of Toronto on February 22nd of this year. Mr. Clarke Reilly, General Secretary of the Association of Canadian Building and Construction Industries, addressed that convention. It can hardly be said that his views are coloured by definite instructions from Labour organizations, or that they are even prejudiced by his mixing unnecessarily in their environment. Mr. Reilly said:

We have another partner, and this one is not silent by any means: I mean, Labour. As soon as there is any talk of a reduction in prices many employers at once think they must reduce wages. Already there is a great deal of this talk in the air. It may be necessary to reduce wages in some industries where men have been receiving special payment for their services during the war period, but I believe that we have to consider something more important than a question of a few cents an hour per man we employ. What does it matter whether you pay your men 45 cents or 50 cents or 75 cents or even a dollar an hour, if you are getting your money's worth. That is far more important. Here again is our opportunity. The employer who takes advantage of present conditions to grind down his employees is but sowing the seeds of future trouble, and when the pendulum swings once again to the Labour side he will reap the results of his short-sighted policy. "A house divided against itself" will surely fall. It is far better for us to co-operate with our employees, to show them that we are "playing fair," and to have them work with us.

That is the declaration made by Mr. Clarke Reilly on February 22nd. Yet we find the Employers tonight wanting to have this Conference accept a declaration which says:

It has been shown that reductions of from 20 per cent to 50 per cent have already been made in many materials, and we have endeavoured by every means possible to persuade the Labour side that Labour should do its share, but unsuccessfully. We feel that the Building Trade wages, in order to conform to the reduction of materials and the wages of workers in factories and mills, should be reduced from 10 per cent to 25 per cent, depending on conditions.

What do we find are the conditions? Mr. Anglin has very forcibly stated the reason why the Employees' resolution is presented to this Conference. He started out with Detroit and told you that in Detroit during the last year wages had soared very high, and that they had now decided to take a reduction, varying from 10 per cent in some industries down to 25 per cent. He brought you across to Windsor and told you that because of somewhat different prevailing conditions the offer in Windsor was hardly as great a reduction as that in Detroit. He brought you to Hamilton, where he said there had been a declaration for a reduction, which had not been accepted. I want to add that it is an arbitrary declaration by the Employers' Association, without conference or reference to the second party, to which Mr. Clarke Reilly so ably referred, that is, the partner in industry—Labour. Then he came to Toronto and spoke of

different arrangements altogether having been entered into there. He said a certain arrangement had been made for a continuance of last year's schedule. Then he passed on to Winnipeg, stating that a reduction had taken place there; and he went on to Vancouver, confirming what Mr. King had stated. And, referring to Mr. King's remarks just at this juncture, I want to say that it seems to me it would have been better if we had had some opportunity of confirming or correcting some of the statements that he was kind enough to make, relative to the laziness of employees, and so forth; especially after the declaration which we had just adopted unanimously in this Conference, stating in very distinct terms: "This Conference further agrees that the efficiency of the Building Trades workmen, although it has been publicly assailed from time to time, is today equal to pre-war efficiency." This is the declaration of our Conference, and immediately on its adoption we have one of the members of the Conference saying that the Building Trades workmen are lazy and are not doing their work. I suppose his idea was to create public confidence in building operations.

However, to return to Mr. Anglin's declaration, what does he prove to you? He simply proves that the declaration of the workers that these matters must be adjusted according to local conditions is a fair declaration. He has shown that there have been different adjustments in all the cities that he mentions. In some centres there has been no alteration because local circumstances did not warrant it, but in other places reductions have been accepted because local conditions allowed the men to accept them. He proved very conclusively that the statement about the Labour side not being persuaded to do its share is unjustified; that Labour has done its share; that it has taken a reduction where it could possibly afford to do so, but that, along with the Employers, it has maintained its right to judge whether or not that reduction is fair in any particular locality.

What are these reductions? We find that in Detroit the lowest wage paid to any mechanic, in the reduced scale, is \$1 per hour. The Employers have agreed that that is a fair rate of wages to pay in the city of Detroit, in which work is possibly as regular as anywhere else, and which Mr. Anglin tells us is regarded as regulating the conditions in Eastern Canada. You would tell us, then, that the arbitrary declaration of the Employers in the city of Ottawa that there should be no conference and no arbitration with their workers, but that there must be a reduction from 85 cents per hour, is justifiable. You would tell us that that coincides with Mr. Anglin's declaration that \$1 per hour is a fair rate by which to regulate conditions in Eastern Canada.

And in Winnipeg what is the situation? The situation in Winnipeg, where they accepted a reduction, is that, after the reduction is in effect, the wages are higher than they are in the city of Ottawa or the city of Hamilton, or in many other cities, Montreal included. I venture to say that, if you follow the statistics or the

cost of living chart, you will find that the cost of living in these cities is as high as it is in the cities where the higher wages have been agreed to by the Building Employers as a fair basis on which the Employees should work.

What are these abnormal wages which should be reduced? Let us deal with the subject in a national manner if you like. We are told that the cost of materials has been decreased from 25 to 50 per cent. But to what figure had it increased? McLean's report showed that it increased from 142 in 1919 to 406 in 1920—a very material increase; and a 25 per cent reduction on that will possibly leave it much higher than the total increase in the cost of labour amounts to. According to the Bureau of Statistics, the average wages of 31,451 workers employed in house building in the Dominion of Canada in 1920 was \$1,055 per year. The average wages of 21,705 employees in the building industry in 1919 was \$980 per year: an increase during the interim of \$85 per year. I know that the chart up here (indicating) shows a tremendous increase, but that chart shows not what men earned, but the wages which were proclaimed, and if men were not working they did not earn those wages; and the chart does not take cognizance of the many employers who engaged men at less than the declared standards, the fair wage standards of the various districts, which are the regulating factors in the compilation of statistics of the Department of Labour.

There is shown a total increase of less than 9 per cent from the year 1920 up to the present time. And then we are told that we should make a national declaration; that, irrespective of what the local conditions may be—whether there has been an increase or not, whether the wages are already down to such a point that the workers cannot maintain themselves in anything like the comforts or the conditions which the decency of a Canadian citizen demands—we should make a common declaration in favor of that reduction, regardless of the basis from which we start.

Our resolution does not deal with the question whether reductions are justifiable or not; it states that these matters should be discussed locally and dealt with according to the prevailing local condition. If we had had a national standard established which gave a fair working condition in the beginning, and if the average increase throughout the Dominion had been equal, then we might have been able at this juncture, and it would perhaps have been preferable, to deal with the problem as a national one.

Mr. Anglin very kindly concluded by stating that he appreciated the position of the men on this side of the house; that they possibly were in some instances instructed and could not override their instructions. I have no instructions. But I want to say that perhaps the same suggestion applies to the other side of the house; that probably their fear of declaring that these matters should be adjusted locally is because the branches of Canadian Building and Construction Industries in some centres have declared them-

selves definitely as against arbitration—as as against meeting with their employees and discussing these matters in any way whatever and they are instructed to carry out the program which has been laid down by the branch of the Association to which they belong. Is that really the position? I would like the Employers to say definitely whether they have any opposition to arbitration, of which we have spoken so much, or whether they are prepared to meet with their employee who are vitally affected. When we come to make a careful survey which I do not think is open to challenge, it is found that the statistics show that for a moderate standard of living for an average Canadian family of a man, a woman, and three children under working age, the sum of \$1,744 was necessary on January 31st. In committee the Employers agreed that that was an equitable statement; but they decided to withdraw their resolution that said so, in case it might be misunderstood publicly throughout the Dominion of Canada.

The Bureau of Statistics of Philadelphia have taken a very careful survey, not a haphazard one, and they find that Mr. Martel's figures, compiled for the Labour group, are wrong: they find that the cost of living is \$1.68 less for a family of five for the year, and that the figure is \$1,742 and some cents. It is a remarkable coincidence that two separate surveys, one made in Canada and the other made in Philadelphia, so nearly agree. I think we are safe in assuming, from the corroboration which the Employers have given in Committee, that that figure is fair for that size of family. We do admit that there are workers who have not those responsibilities: there are single men; there are men without children. But, as our friend from Quebec has said, there are workers with ten children, and therefore the injustice in not providing sufficiently for them counterbalances what little addition may be given to those who have not fulfilled their full responsibility.

The Dominion Government itself lays down some standards for living. An Order in Council issued on the 11th of July, 1918, during probably the darkest period of the world's history—I hope it will be the darkest we shall ever know—declared that "all workers, including common labourers, shall be entitled to a wage ample to enable them with thrift to maintain themselves and families in decency and comfort and to make reasonable provision for old age," and that "in fixing wages minimum rates of pay should be established."

Now, Mr. Chairman, with these declarations before you, with the facts admitted by Mr. Anglin, read the two resolutions to see where they are different. They only differ in the declarations of the employers, which are not borne out by previous decisions of this Conference. They are different in principle, inasmuch as they want us to do something which Mr. Anglin has shown is not the policy even of the Employers' Associations, because they themselves are taking local action.

**Mr. Anglin** has referred to the steel trust, the Gary Corporation, reducing wages 25 per cent. God forbid that anybody in Canada should ever be subjected to an industrial autocracy such as the steel trust of the United States. God forbid that any action by that autocracy, condemning to servitude and poverty thousands and thousands of those workers, should be introduced in our day. That giant trust, piling up millions on millions in dividends, earning untold billions in profits during the war, declared the other day that they were in a position to dictate to their workers—without any consultation, without any co-operation by the workers themselves as to whether it was just—that they must accept 20 per cent reduction. We do not want autocracy of that kind. I, for one do not value the example which has been given as to how industry may be carried on; and I hope that this Conference will repudiate in its entirety any such policy of autocracy, so far as the working conditions of human beings are concerned. We fight for conditions, not because of the dollars and cents alone, but because those dollars and cents represent the efficiency, the human standard, the health, the strength and the vigor of our nation of to-day and our nation of to-morrow. That is the basis of the battle by labour organizations for the higher standard. Mr. Putherborough said that in London the employers met with the workers and always failed. I have confidence enough in democracy, in consultation, to believe that the decisions do not always go to the wrong side, and therefore if employers lost they must have had a bad case; it must have been time for progress to be made, and the workers won. All that we ask in our resolution is that this Conference pass the resolution declaring that local employers' associations and local workers' associations, should work together, and study the conditions at the present time, to see if there is room for adjustment; and, if it is necessary to stimulate the trade, then let that take place. If it is impossible to make progress without sacrificing the human being himself and the conditions of the human being, then let us decide that it is unfair, and let the industry continue as it is doing in many cities in the Dominion to-day, by mutual agreement on the old wage rates. (Applause).

**MR. J. B. CARSWELL**, (Toronto): Mr. Chairman, there are several things in Mr. Moore's remarks that I would like to discuss. First of all, he refers to Mr. Reilly's speech in Toronto of February 27th, in which Mr. Reilly referred to the silent partner on the other side. Let me say, for every member of our Association, that we agreed on February 27th, with every word that Mr. Reilly said, and we agree today with every word that he said. There is no member of this association, and there is no member of the employers' organization that ever has attempted or ever will attempt to

grind down the other side. We have absolutely nothing to take back.

Mr. Moore has referred to an arbitrary declaration in our resolution. We have endeavoured by every means possible to persuade the Labour side. What is arbitrary, Mr. Chairman? Different committees sitting simultaneously, fourteen men to each side, for two solid days till midnight, have been trying to get the answer to this question. Is that an arbitrary declaration, as Mr. Moore describes it? I say most emphatically that is *not*. It is an absolutely honest endeavour by men on the one side with an open mind, at least, in trying to arrive at the solution of one of the biggest problems of our country.

Mr. King, of Vancouver, made a remark a little while ago about the minds on the one side being open and those on the other side not being open. Mr. Chairman, it may not be a pleasant thing to say, but I believe that that is about the rottenest remark that has been made on the floor of this house yet. With the reports that have been submitted already, I would just like to point out an absolute proof of that statement. The first committee brings in a report, and they say, "We are agreed, both sides are agreed, that building is costing too much. "There is a direct statement; they both agree to it. Then they say that the shrinkage is due to one or two causes—either that building is costing too much, or that buildings are not required. Then we have a long analysis by both sides, with equal numbers on each, proving absolutely that buildings are required, and that buildings are costing too much. They agree to that. Then the third committee agrees that the direct labour on a job is 35 per cent; they agree that the most important item in the material cost is labour; they agree that buildings are costing too much, and they say, "We can dismiss, then, from our minds any further doubt as to the reason for the stagnation, and attribute it absolutely to the high cost of building." And the biggest item on the building is labour, and they know that it must come down, and they say, "We can't come down. Why can't we come down? Because, gentlemen, we have not come into this Conference with an open mind." That is the answer.

Mr. Moore also referred to the differences in the rates. He referred to Detroit. Now, gentlemen, he misconstrued—I have no doubt quite unintentionally—some of Mr. Anglin's remarks. Mr. Anglin told us this morning that Detroit had been taken by everyone as a standard from which all the cities in Canada were graded down, and he showed from Detroit, Hamilton, Windsor, Toronto and Montreal, right down the lines to Quebec, where the conditions have been as described by Mr. Martel. He also made the statement that the lowest rate in Detroit was \$1 an hour. That is to say, if his statement

is consistent, \$1 an hour is the maximum, and all the other cities in Canada should be graded down from \$1 an hour. Now, Mr. Moore, let me tell you, through the Chairman, that the bricklayers in Detroit were earning \$1.35; to-day the rate is \$1. The carpenters are to-day getting from 65 cents to 85 cents. Plumbers were being paid in 1920 \$1.25, and in 1921 \$1. Painters were being paid \$1; to-day 85 cents. Electricians, \$1.10, now 85 cents. Therefore \$1, 85 cents, 85, 85—there is the rate. If Mr. Moore's argument is correct, and we are to be consistent, there is the rate from which we should grade down.

The next remark Mr. Moore made was in regard to the cost of living. Now, there are two charts on the wall, and we are not going to dispute their correctness or otherwise. One of them shows 80 per cent as the increased rate of wages; the other shows to-day 71½ per cent as the increased cost of living. Now let me point out what that 80 per cent shows—and the employers are perfectly willing to admit it: there was last year a very keen competition for labour. We were competing amongst ourselves. That is one of the reasons which brought this association together: we were competing amongst ourselves, and thus creating a condition that was unnatural, and in 1920 we blew some bubbles ourselves, and Labour was sitting on the top of the bubble, and the bubble has burst, and Labour is trying to sit on thin air. That is the situation; that is why the last column on the chart is mounting to the sky. There is nothing consistent in the argument. Then Mr. Moore refers to Mr. Martel's report. In the committee of which Mr. Moore is a member it was brought out that Mr. Martel's report on the standards of living was a perfectly good report; it set out the standard of Canadian citizenship; but Mr. Martel was not prepared to give us his definition of Canadian citizenship. If that report had come up for discussion on the floor, as soon as it was adopted what would be the effect? Does this apply to a vagrant, or to a painter, or to a plumber, or does it apply to a Canadian citizen? If we say it applies to a Canadian citizen, I am willing to endorse it, because I believe a Canadian citizen ought to have a decent living, and the amount mentioned in the report is not too much. But this Conference is not in a position to make such an analysis, and therefore it would be presumption on our part to say anything about it. The report was withdrawn because Mr. Moore asked for some changes in the resolution, and now he says that we withdrew the report.

Mr. Chairman, I do not want to say more, except this, in general terms, that there has been an attempt time and again in this Conference to draw a red herring across the track. Gentlemen, we will never get anywhere by doing that. The day before yesterday Mr. Moore skipped over a little petty cash item of

\$137,000,000 out of \$260,000,000 in making a theoretical analysis. Now, that method is not going to get us anywhere. We must look this wage question squarely in the face, and let right be the basis of our settlement of the question; and I say to Mr. Moore and his lieutenants that if he will not look truth in the face, truth is certainly going to look him in the face. I thank you.

MR. JAMES MARSH, (Niagara Falls): I happened to have been in Detroit a few days ago, and I made it my business to find out in fact the settlements that had been reached between employers and the organizations of the different building trades. I found that several settlements had been reached by negotiation. I found that stone shapers' minimum wages as agreed to last year were \$1.25 per hour, and they have made a settlement at \$1. Plasterers' rate last year was \$1.25; they have settled for this year at the same rate. Stonemasons' rate last year was \$1.25; they have reached a settlement this year at \$1.12½. Cement finishers are looked upon as unskilled in many places; their rates last year were \$1.25; they have reached a settlement by negotiation this year at \$1.10. Electrical workers' rate last year was \$1.25, and they have reached a settlement this year of \$1. Elevator construction workers last year had \$1.25, and that rate is continued this year through settlement by negotiation. Bricklayers' rates last year was settled at \$1.25, and it is true that many bricklayers there got \$1.35, though the minimum agreed on between employers and workers was \$1.25; they have reached a settlement this year at \$1. Marble setters drew last year \$1.25 per hour; this year they have settled at \$8.50 for a day of 8 hours. Plumbers' rate last year was \$1.25, and they have reached a settlement by negotiation at \$1. Steam-fitters also reached a settlement at \$1 this year, their rate last year being \$1.25. The tile-setters last year had \$1.25, and they have also settled on \$1 this year. Portable hoist engineers had \$1.25 to \$1.35 at the most last year; this year they have reached a settlement with their employers, through negotiation, at 90 cents to \$1.15.

Now, Mr. Chairman, this is the truth, and I believe we are looking truth in the face. We want to be truthful: we are truthful in submitting these figures to this Conference. We are not dragging a red herring across the trail, as has been suggested; we are endeavoring to put the facts as we know them before the Conference. If it has been found necessary to reduce rates of wages as quoted in Detroit, and those reductions have been brought about through negotiations between the two parties concerned, then it seems to me that negotiations could very well be carried on in the different localities in this country, and the same settlements might be reached. If the cost of living is very much the same from one

city to the other, perhaps it would be necessary, and would not be policy, to reduce the wages. For instance, there is a city in Ontario, not very far from here, where carpenters are getting a rate of wages at present through negotiation with the employers, and they took a much lower rate than is being paid in other cities and towns in this Province very close to that city. I think it would be an injustice to the carpenters in that city to offer any reduction; yet if we adopted the resolution submitted by the employers here, we would be recommending not only to the contractors in that city but to the carpenters themselves that a reduction should be made in wages.

As I understand Mr. Moore's remarks, he did not say that this resolution as submitted here to-night was put forward arbitrarily, but rather that in localities where the builders' exchanges existed they had submitted to the employees arbitrary reductions that should take place. Speaking personally, I was not instructed by any local union, district council, or general office; I came here without any strings tied to me; I came here with an open mind, to do the very best I could to bring about a solution of this difficulty that we seem to be in. I may be dense, but nothing has been said on the part of employers yet that has convinced me of a necessity of our making an open declaration throughout the Dominion of Canada that a reduction of wages must take place in the building industry. The resolution as we have submitted it leaves the question open, and entirely up to the local people themselves—the labour organizations and the builders' exchanges affected—to sit around a table, discuss the whole matter, and bring about a settlement. In some places reductions might be made, in others they might not; but our plan seems to be the only one possible to bring a solution of this difficulty. I know of no other place in all Canada where such a declaration has been asked for as is asked here. In every place that I know of in the United States negotiations have been carried on between employers and employees. In some places the matter has been settled by arbitration. I had a list sent to me to-day from our general office of settlements that had been reached through the United States by negotiation and by arbitration.

It has been said that the General Contractors' Association of this country have decided on a certain policy, and it looks to me as though they have, because the arbitrary demand that this rate should go into effect is very much the same as I have seen made elsewhere throughout the Province of Ontario, and it looks to me as though they had all been drawn up on the one table. We have sometimes asked for uniform rates of wages and working conditions throughout this province, and we even wanted them all through this

Dominion at some time or other. We have been striving for this, but we have been a long time getting the employers to see eye to eye with us, that uniform condition in the building industry are the ideal thing. We have been unable to get them to agree with us, through their builders' exchange or individually, to put into effect a uniform wage in any way, either in one town or city, or throughout even smaller areas than the Province of Ontario. That being the case, it seems unreasonable to ask this side of the house for a uniform reduction in wage rates throughout Canada.

MR. S. E. DINSMORE, (Windsor): Living as I do very close to Detroit, I know something of the conditions there, and also about the wage scale. Mr. Marsh referred to brick masons getting \$1.25 and sometimes \$1.35 last year. I have 8 stone masons working for me at \$1 an hour; they live in Detroit, but they are taking Canadian money.

A DELEGATE: May I ask the gentleman where that is, Mr. Chairman? (Laughter).

MR. DINSMORE: There are 4,000 or 5,000 workers from Detroit employed in Windsor, and if the scale was \$1.25 over there it is not likely they would work for less here. The carpenters who are working are getting from 65 to 85 cents an hour. They have no agreement, to my knowledge; there is not an agreement signed in the city of Detroit, only with the brick masons for \$1 an hour, and the plasterers have also signed up for \$1 an hour, and they got \$1.25 last year.

MR. MARSH: How about the electricians?

MR. DINSMORE: The electricians have no agreement, and they are being paid 80 cents an hour.

MR. E. INGLES (London): We have an association known as the Electrical National Dealers' and Contractors' Association. In the city of Detroit, up to May 1st of this year, the rate was \$1.25 per hour. The employers were agreed that a reduction in the electrical workers' rates was necessary, and they decided to put it into effect. In our relations with the National Contractors' and Dealers' Association the principle of conciliation is very strong—so strong that a permanent council is in effect, and I may say that a member of that council is in the room now. The case in question was referred to the council, and the report decided that the reduction was not justifiable. That report came through their own association. However, conditions proved to be different, and an agreement was reached between the members of our organization in Detroit and the members of the Detroit branch of their association, whereby a reduction of 12½ cents was to take place during the month of May, and then a reduction to \$1 an hour. If that is not an agreement, I don't know the meaning of agreement. For some time past there existed agreements in our industry in the city of Detroit and other places.

Regarding the matter under consideration, we have different rates in different cities in the

Dominion of Canada, and with very few exceptions those rates vary to the point where they do not return to the worker what could in any way be regarded as a decent living wage, or a decent existing wage. If a declaration is in order at this time, I am fully convinced that it was in order in the past few years. We all have recollection of the rising market, but I have yet to find on record a declaration made that because of the prosperity of the industry, increases to the most essential part of the industry were necessary—and I want to go on record very emphatically that labour is the most essential part of the building industry, as I think we fully demonstrated in our deliberations on apprenticeship. Now, if no declaration was thought necessary at that time to the effect, that an increase was in order on a national scale, but the matter was left to local conditions, it appears to me that that policy is good at this time, on the falling market. That declaration was just as essential at that time as it is now; and if it was not considered essential then, I cannot see why it is so now.

I wish to say emphatically that I did not come here instructed in any way, because I did not go anywhere. Where instructions could be given me before coming. I came here with an absolutely open mind; and to bear that out, you will find in the records that the declaration of Labour during the last year was that there should be no reductions in wages. While we are not taking that declaration at this Conference, we are not willing to go on record at this time as saying that a decrease in wages on national scale is necessary, because some of our people are not going to have enough money left at the end of the year to buy themselves a coffin after they have finished starving to death. In the Maritime Provinces the wages of electricians have not increased in the last two or three years, except perhaps in amounts of one or two cents an hour. It may astonish some people here when I say that there are electrical workers in Nova Scotia getting only 29 cents an hour. I claim that it is absolutely unfair to ask such men to stand up and make a declaration of a national character that they should accept a reduction. We are willing that those questions should be settled locally, and that local conditions should prevail. Employers who happen to be here from the Maritime Provinces will agree with me that the raw materials which labor finds it necessary to produce, namely: food, shelter, and clothing, are not a great deal cheaper in Nova Scotia than in this province; and you can readily see why we could not make a national declaration that we should decrease, because that would affect other parts of the country where wages are at such a point that it would be absolutely impossible with any decency to reduce them.

MR. JOSEPH M. PIGOTT (Hamilton): I think this whole case resolves itself into this. If we take your resolution and read it, we find that it absolutely evades the issue; it just means nothing at all. You speak of conciliation. This is an outstanding example of what conciliation should mean. Speaking of the situation in

Hamilton, in January we had a meeting with our employees to discuss what we termed the business outlook. We showed them the amount of work which might be released through a reduction in wages, and we asked them to co-operate by a cut of say 10 per cent, at the same time granting that in the case of a few trades we would not expect any further cut, because we thought they were down far enough. But instead of meeting that situation fairly, they formed themselves into a guild, and approached our public bodies and school-boards with the proposition that the contractors be eliminated altogether from the situation, and all the public work be turned over to them. We do not blame them for that; they were badly advised. We came here to get them properly advised, and you duck the whole thing. You turn it back to the local situations when you know they cannot handle the problem. You know there is a deadlock all over the country. Why don't you face the situation honestly, and not come in with a thing like this?

MR. MARTEL: I would respectfully ask that our honesty be not questioned. I am willing to stand or sit down for a whole lot, but when it comes down to our honesty being questioned, I am not going to accept it.

THE CHAIRMAN: I think your point is well taken, Mr. Martel, I think Mr. Pigott, when he referred to "a thing like this," perhaps in the heat, was referring to the report.

MR. MARTEL: I don't understand English—

MR. PIGOTT: I must candidly admit that in a situation like this I probably don't know how to express myself as well as one might expect under the circumstances. I may say, in that connection, that I have never heard a more ably presented case than Mr. Moore's to-night. I might further say that a more ably presented statement of a proper case I never saw presented, for when we look right into the thing, what does it mean? If you get right down to dollars and cents, don't deceive yourselves for a moment into thinking that by keeping your rates of wages up at their present levels they are actually going to stay there. By that I mean just this: you have 40 per cent of your men walking the streets to-day—now, those are facts. In normal times 93 per cent of those men are working. If they are earning \$7 a day, it means \$6.51 to the 100 per cent. When you have 65 men working out of that 100 it means \$4.55 to that 100 per cent; and when you have 35 per cent walking the streets, somebody has got to pay them, and you are helping to pay them as well as anybody else.

Now it was agreed in the Committee on the Condition of our Industry that if we could get the cost of buildings down to a lower level, our industry might be revived. Is the action of this other Committee consistent for one moment with that? It is one thing when you are dealing amicably in committee with a question as to business conditions, and you agree that if the cost came down undoubtedly building would be revived. That is quite right; but the minute you say in the other committee, "Let us reduce

wages so as to bring the cost of building down," then we are confronted with an array of arguments and statistics to prove that knocking down the cost of building will not revive the industry. It all depends on what you want to prove—how you are going to dish up your facts and statistics. But you can't get away from the issue. You can't convince the people of this country that this situation will stay as it is. If you are going to persist in your attitude, then all we want is that the issue should be clear. We don't want the issue to be beclouded by being turned back to those local councils, because that is not what you mean. What you mean is that you don't want to advise them, you don't want to enter into the question, you don't want to interfere—let the boys fight it out.

There has been a considerable amount of argument advanced about a general reduction. No general reduction was proposed, and the motion presented by Mr. Carswell does not read that way. He proposed a reduction of from 10 per cent to 20 per cent, depending on conditions. It was defined quite clearly in the debate that the reduction was from the last year's rate of wages. It is not for a moment proposed that where a man is working this year on a reduced rate he will be further cut. The Minister of Labour, in speaking at the opening of this Conference, said that from 1914 to 1921 the cost of living had advanced 66 per cent and over the same period the wages had advanced 81 per cent. Only a short time ago we met in Joint National Conference Board, when the proposition was put up to the employers that we adopt some standard of living which would form the basis for adjusting wages as the cost of living went up or down. This is a splendid example of how you are going to adjust wages when the cost of living comes down. There is no come-down; there is no attempt to meet the situation and reduce the cost of living. When all is said and done, what is it that your rates of wages have to be based on? Is it anything else but the cost of living? Can anyone reasonably argue that the rates of wages have not more than kept pace with the increase in the cost of living? Then why should not the building trades face the situation, and where those costs are unquestionably coming down, and give promise of going a great deal lower, meet the situation, and co-operate with this side of the house and see if we cannot get something done?

MR. A. MARTEL (Montreal): My mind is open to be convinced, and I am willing to be convinced, but naturally I have to be shown, although I am from Quebec. What we are asked here is to make a general declaration—a nasty, bad feature, and one that has been questioned. It is not that our minds are closed; it is because we cannot afford it. Contradictory statements are made at this Conference, and I believe they are made honestly; but human beings are liable to err, and I believe even the Minister of Labour is human enough for that, and that perhaps he erred in stating that the increased cost of living was 66 per cent and that the increase in wages has been 81 per cent, or perhaps he has been misquoted. If I am wrong

in this I am willing to take it back. We find, on the other hand, that during that period from 1914 to 1921 seven of the highest-paid branches in the building trades throughout Canada earned an average of 82 cents per hour, while the average work that men in the building trades can do continues only 42 weeks in the year, yet the men have to live 52 weeks, and if a man fails to live through those weeks he is gone forever (laughter). Therefore, to keep up even that very humble standard given in my report, the man must earn on an average 95 cents per hour, and must make that average for 44 hours per week and 42 weeks per year. Therefore at the present time, taking the figures of the Labour Department, and selecting seven of the highest paid trades in building work at 82 cents an hour, when you take the question and go into it as an average, we are not receiving enough to be able to keep up the very humble standard I have outlined. Then on the top of that we are asked to go on record as recommending a reduction in wages.

I think the rank and file of labour have shown that their minds have not been closed, because in certain localities agreements have been reached. We are not ducking the issue, as has been said, because we will advise, and if we do not advise localities in a general way you will always find us willing to meet and arbitrate our questions. I believe more employers than employees have refused to arbitrate this spring; therefore if there are any that have the closed mind I think they are not those on this side of the house. It seems to me that those who were called upon to make the big sacrifices in this matter are the labor men. This is a question of moulding public opinion in the direction of a general declaration favoring reduction in wages, and we are not a very important factor when it comes to moulding public sentiment, because we cannot put our case for labour interests before the public. The press of this country never allows us to place our side of the question before the public—(Voices—"Question, question")—therefore it is hard for us, and our declaration would not have a great effect on the public mind. The press, however, always has room for the statement of our very good employers, and that is one factor that would have a great effect in moulding public opinion; but I have not heard them make a public declaration that they were willing to work on a smaller percentage, or make less profit, or receive less wages. Of course we know that our employers are all poor, and we did not think it right to force them to go on record that they were making too much profit; we left them to make such a declaration themselves if they saw fit, but they have not done so. Yet they say our minds are closed if we do not agree in making a national declaration that we would accept a reduction in wages. I repeat that the reason we do not make that declaration is not because we won't it is because we cannot. It does not matter how much I get per week, whether it is \$25 or \$50; the question is, what I can buy with those dollars. I have worked in the beautiful province of Quebec for \$7.50 a week, and I have lived because I could get more for

that \$7.50 then than I could get now; so it is not a question of temper with us. If you give us \$1.50 a day we will take it as long as you give us what we need to maintain a Canadian standard of living for \$1.50 (hear, hear). At present that is impossible.

Talking about reduction, I have a few figures here. I don't go much by figures, because though they never lie you can make them tell you what you want (laughter). The Department of Labour gave the weekly budget in February, 1920, at \$24.71; and one year afterwards it was \$24.85—not an awful lot of reduction. I don't know whether those figures are right or not, but somebody got them, and I have got them, and I am quoting them (laughter). So there, gentlemen, is the situation with us. Probably we have got wrong information; probably we are misinformed; but we are going on figures, and we have come to the conclusion that we cannot go on record in a general way as being a party to reduction in wages. Just imagine; I was not going to let anyone know that I had the disease of localitis, but I see that others here have it, and they have all spoken of their home town, so I am no exception. In Montreal recently we were told, in a very arbitrary way, "You have got to accept 11 cents an hour reduction." We were getting the enormous wage of 75 cents an hour from the most generous contractors in Montreal.

MR. ANGLIN: They are here.

MR. MARTEL: I don't know if they are all here (laughter). They said, "Here's your wage." We are still working; there has not been one strike. We did not agree with it, no; but I am making no promise for the future. So it hits us right there—65 cents an hour—and those men are dissatisfied at the present time at not being consulted about that reduction of 11 cents an hour. And yet the employers expect Martel from Montreal to be a party to a general declaration that where possible—and it may be possible in Montreal—they may take another 10 cents off it—because our employers decided that themselves.

A DELEGATE: That was for one year.

MR. MARTEL: I am going to conclude, and I want to believe sincerely that with us it is not a closed mind, but it is a fact that we cannot make such a declaration. We are not prevented by our instructions, or any strings, or anything else; it is simply impossible for us to go on record on a declaration of this sort.

MR. K. D. CHURCH (Montreal): Several remarks have been made by Mr. Martel and Mr. Moore with regard to arbitration. Two years ago we had a case of arbitration in Montreal. I understand that Mr. Martel was on that committee part of the time. We had negotiations that spread over several weeks, but we could not arrive at any decision, and agreed to leave it to arbitration of an independent man, who gave his decision, and he fixed the rate at 75 cents. The employers went into that committee on the start with the idea of 65 cents an hour, while the employees wanted 80 cents, therefore in the arbitration they got decidedly the better. What was the result? They did not accept it, after

agreeing to arbitration. Now, what is the use of carrying on an arbitration that is bound to be null and void unless their adjustments are absolutely agreed to?

MR. MOORE: Mr. Chairman we have agreed, by a Conference between Mr. Anglin and myself, to recommend, owing to the lateness of the hour, and the apparent distance we are still apart, that this conference should adjourn until 11 o'clock to-morrow morning. We cannot state that it should do so, but we ask for this time in order to find the feeling of the meeting as to whether that should be done.

MR. ANGLIN: Mr. Chairman, I wish to concur in that understanding, much to the regret, I am sure, of a good many on both sides of the house, especially on my own; but it is quite evident that we will need time, and we believe there are so many points on which we are in common that when we have had a good sleep and come here with our minds clear in the morning we may be able to put out some statement which will probably be better than either one of those which have been brought in. That may only be a hope which may not be realized, but in any case there are a number of official things which must be attended to in the morning. This

adjournment will give ample time for every member here to get adjusted in that way, and it is possible we may be able to conclude in an hour or an hour and a half.

As you will remember, Mr. Chairman, we have a couple of other questions which were left in abeyance; at least one that I can recall is the question of freight. We adopted the recommendation of one committee that the matter be thrown open in the Conference. The question of materials has not been really thrashed out, and there may be others that will arise. I hope that those other questions will not develop into anything of a very lengthy nature. It is just possible we may be able to accomplish something which will be much more beneficial by adjourning now.

I might add that the Minister of Labour had a very important trip out of town, and he has consented to postpone that in order to be here and preside. I am sure we all appreciate that (Applause). I therefore take great pleasure in seconding Mr. Moore's motion.

The motion was agreed to, and the Conference adjourned at 11.45 p.m. until to-morrow at 11 a.m.

CANADA

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JOINT CONFERENCE  
OF THE  
BUILDING AND CONSTRUCTION INDUSTRIES IN CANADA  
OFFICIAL REPORT OF PROCEEDINGS AND DISCUSSIONS

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FOURTH DAY

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Ottawa, Friday, May 6, 1921.

The conference met at 11 a.m., Hon. Senator Robertson, Minister of Labour, presiding.

COSTS AND PRODUCTION

SUBSTITUTE RESOLUTION ADOPTED.

THE CHAIRMAN: When this conference adjourned at an early hour this morning it had under consideration two resolutions, one supported by the representatives of the employers and one by the labour representatives, which upon motion, were being discussed simultaneously. The discussion was not concluded when we adjourned; therefore those two resolutions are still before the conference and further discussion is invited.

MR. J. P. ANGLIN, (Montreal): I presume that I am in order in continuing to speak to the motion which was before our Conference last night, although in a sense I almost think before I can proceed that that motion will have to be withdrawn temporarily by the mover.

MR. MOORE: Having moved the motion, I want to state that, after a conference with Mr. Anglin, it was thought possible that, in view of the debate which has taken place, a meeting of the National Joint Conference Board itself might be advisable to review the entire situation. That meeting was held this morning, and they have brought to this Conference a finding of their own which they wish to introduce as a substitute resolution for the two before the house. I think on the record it should be stated that it is submitted by the National Joint Conference Board as a substitute and takes precedence over the other two. The substitute is as follows:-

The General Committee of this Joint Conference of Employees and Employers in the Construction Industries begs to report that it has had three meetings during the sessions and has considered without hesitation some of the

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**Costs and Production—The Wages Question**  
—Substitute Resolution adopted unanimously.

**Close of the Conference—Addresses by the Minister of Labour, Mr. J. P. Anglin, and Mr. Tom Moore.**

vital questions of our industry with a view to aiding this Conference in arriving at a satisfactory conclusion. The chief questions on which no agreement has been reached at this time either in committee or in the Conference itself are those of wages and the methods which have been used to obtain wage reductions.

After the most serious and careful consideration, and with a full knowledge that we are not in any sense a legislative or authorized body, but a voluntary one, and therefore without jurisdictional powers, we beg to recommend the following:

Whereas there now exists a condition of either strike or lockout in our industry in several of our Canadian cities because of the so-called arbitrary reductions demanded by employers;

And whereas this condition is the result of a general abnormal situation over which we could not possibly have any control;

And whereas the post-war unnatural high peak in cost of living and therefore in wages was passed last year;

And whereas, in many important centres throughout Canada and adjacent United States points, wage adjustments have been reached by mutual agreements or arbitration;

And whereas the chief deterring factor which prevents a real substantial reduction in cost of living is undoubtedly high rent;

And whereas it is realized by us that only the building of many thousands of dwellings can alleviate Canada's deplorable housing shortage;

And whereas we are as an industry to a degree responsible for this situation;

And whereas it has been conclusively shown in this conference that building material prices have already been substantially reduced;

Therefore be it resolved by this Conference, acting as individual builders and workers, and not in our capacity as officers of any particular organization, and with the full realization that each locality must of necessity deal with its own peculiar situation, as follows:

That in our best judgment a moderate and reasonable adjustment of wages should be agreed upon without further delay in such large centres where an abnormally high peak has been reached and where no settlement has yet been accepted, and that such agreement should be fixed upon for a period of twelve months;

And, further, that we strongly urge the immediate resumption of negotiations with a view to mutual agreement, and that, failing mutual agreement, voluntary arbitration be entered into.

In conclusion, your general committee feels that this action will tend to stabilize conditions by preventing an undue and abnormal drop in wages and remove strife and distrust and that a new post-war normal will more speedily be determined.

On behalf of the National Joint Conference Board this is now submitted as a substitute resolution.

MR. ANGLIN: It was felt by the members of the executive that the resolution, or might I say resolutions, or separate reports, which were brought into the Conference last night had possibly been introduced without sufficient consideration, and therefore it was suggested that we have a meeting and discuss the whole situation at length. This report of the General Committee which is in reality our National Joint Conference Board, I think embodies the basic principles which were contained in both the employers' and the employees' reports, and I have pleasure in moving that this report be adopted by the Conference.

MR. A. FARNILO, (Edmonton): I take great pleasure in seconding the motion.

MR. J. W. BRUCE, (Toronto): In speaking to the resolution in substitution for the resolutions of yesterday, I think it appropriate to say that it may overcome some of the conditions existing at the present time and perhaps pave the way for a better mutual understanding. During the discussions that took place yesterday we were many times reproved for the position that we took. It seemed to me that the sincerity of the men on this side of the house in many instances was challenged. Veiled suggestions were made that we created a condition and maintained it at all costs; that we favoured strikes even to the extent of expressing an arbitrary determination to go through with them at any cost. In many of the discussions that have taken place during the last few years dealing with this great problem I undertake to say that from the workers' side you have always seen and heard the representatives of the workers declaring themselves in opposition to strikes. At the last National Industrial Conference you know that on the floor of the Conference I declared my position as far as strikes are concerned. I said that they are the greatest economic waste that industry has to face, because if we are not able to get together and discuss problems as they arise with a mutual idea of overcoming the situation it would involve loss to everyone. In the building industry we realize more fully the relationship of strikes and their effect upon everyone concerned to the seasonable nature of the industry. They realize that strikes take place when there should be the greatest activity, and in many instances where we have come to a mutual understanding we have endeavoured to come to an agreement at a period of the year which would make strikes absolutely impossible, and discussed the subject with a desire to come to an understanding so that industry would go on without interruption when it should be most active.

We face today an economic situation over which we have no control. It is a condition arising out of the war, and therefore both the employers and the workers have to face it in its fullest measure. When we stand here defining the position we have taken for many years, of fighting against the reduction of our standards of living, we are conscious of the fact that while we represent those men who are engaged in the industry, we are not here to make declarations on their part. Rather are we here to find a solution and come to some understanding to solve the problems arising as the aftermath of the war. Books are being written and plenty of splendid statements are being made both by men in the industrial and financial world, and also by men speaking on behalf of the workers, all urging that we endeavour to reach a point where we can get a stable condition of the industry for the benefit of the community.

In my opinion we cannot be successfully charged with maintaining the high cost of the building industry. The stagnation existing cannot fairly be laid at our doors. Cheap money is a factor in building, and we have no control of

that money. The people who control the financial markets of the world are looking for remunerative investments rather than to put their money into houses, because there are opportunities existing today, owing to the demand for money by foreign countries, for more lucrative investment. That is one factor we have to keep in mind.

A second has been expressed here which I desire to deny—that confidence can be restored on a falling market. On the contrary, in my opinion confidence can only be restored on a rising market. The prosperity of this country, so far as the building industry is concerned, is dependent on a rising market. That is an important fact that you must bear in mind.

One or two expressions have been used during the debate which call for comment. Several members on the other side have referred to what is known as the optional plan of employment. We have declared emphatically against that plan. It has arisen from a meeting of American contractors who tried to make it the American plan and to make it applicable to Canada. The Canadian employers adopted the optional plan and wanted to enforce it in this country. There have been emissaries of that association, particularly Mr. Kennedy, who have told you of the wonderful success they have had in the United States in their war on the labour unions. When we hear that term "optional employment" used, we know that Brother Kennedy has been in your minds with his pleading against the labour unions. Therefore we on this side are extremely jealous of the position we hold so far as industries are concerned. We know that organizations are being built up, not with a view of improving relations with out employers, or of stabilizing industry, but to weaken the trades unions. The option plan is based on the open shop idea, but for the highest development of industry we feel that the union shop plan is best. You are entitled to your opinion; we are entitled to ours; but we feel that where we have operated under the union shop it has been more beneficial to the industry than in cases where the open shop plan prevails.

It has been said here that a reduction of wages will stimulate the building industry. I am not a prophet, but I am going to prophesy here that a reduction of wages and lengthening of the hours is not going to stimulate the building industry, because that has been tried in the past and is being tried in the present period of depression, particularly on the Pacific Coast, and it has not resuscitated the trade there. I am leaving that thought with you so that you will know my position clearly so far as the reduction of wages is concerned. I am willing at all times to consider any proposition to stabilize the industry, and therefore if the proposition which we have brought down will help to accomplish that, I am willing to do my best to favour it, believing that it is in the best interests of the community that we should do so. Therefore I support the resolution which has been submitted.

MR. J. TUCKER (Vancouver): I should like to say a word with regard to the statement of the

last speaker relative to the condition of affairs on the Pacific Coast. A statement was made yesterday by our friend Mr. Welsh from Vancouver which was not according to the facts. He made the statement that we need schools there very badly: we agree that they are needed in the worst possible way; but he said that those schools were held up—that is to say, —by-laws for the construction of the schools were submitted to the voters and turned down, because of the high cost. Such, however, is not the case and Mr. Welsh should be acquainted with the facts if he is not. The fact of the matter is there is a very serious dispute as to who should bear the burden. It is a long story to explain, and I do not propose to do it now, but it is a matter of who is to bear the burden of the cost of erecting those buildings. We have had deputations to the Provincial Government to get the basis of taxation broadened. Anyone who is acquainted with the situation is aware of that fact, or should be; and to say that the buildings are held up because the taxpayers had their minds on the high cost of building is stating what is not the fact.

In regard, however, to the statement of Mr. Bruce, I may say that I have in my hand the report of the annual building permits from January 1st to April 19, 1920, which gives the amount as \$1,121,000. For the same period in 1921 the amount was \$967,000 in round figures. During this period in 1920 permits were issued for 113 dwellings, and in 1921 for the same period permits were issued for 187 dwellings; so that for dwellings alone in the early part of 1921 we find that there was an increase of more than fifty per cent in the number of permits taken out. The particular point that I wish to make is that a reduction in cost does immediately show an increase in production.

We have a peculiar condition on the Coast in the fact that lumber is at present very low. When you can buy, as you can at the present time. Lumber for \$17, \$18, and \$19 a thousand, you can readily see that that of itself is a point to be taken into account when a man is thinking of building. Then there is the question as to why it is we have cheap lumber. It is because the labour of the lumberers has been reduced very substantially, in many instances from \$5.00 down to \$3.50, and the labour in the mills also has been reduced, as well as the labour employed in factory work. There are, of course, other factors entering into the matter, such as the increase of freight rates, lack of demand in some parts, and so on. But I think it is due to the Conference to explain the situation so far as Vancouver is concerned.

MR. FRED WELSH: Mr. Tucker has not made any statement as to Vancouver that I did not make myself yesterday. I did not attribute the falling off to the high cost of building, but partly to the propaganda carried on with a view to a reduction of wages. As far as lumber on the Coast is concerned, Mr. Tucker camouflaged the situation when he said that it is owing to the reduction in the wages of loggers and mill men that the price of lumber has been reduced. Last year the

logging industry paid the highest wages in the history of the business, and the mills are today using the logs then taken out, and the lumber on sale today was taken out under those conditions and is in stock. In November and December of last year lumber was purchased in the city of Vancouver at as low a price as \$9 a thousand. When did the reduction of wages take place? When the camps opened up last month. Anyone who knows the facts—that is, anyone who knows the lumber trade on the Coast—must recognize that the reduction of wages in the logging camps this month will not be felt until next fall. Mr. Tucker should know that as well as I do; and when he undertakes to speak to intelligent men, he should be more careful in his statements. When we are told that a reduction of wages will stimulate building, it often strikes me to ask do the gentlemen on the other side look at the chart behind them? I have seen the time when wages were at their lowest and construction was at its lowest. They may possibly come back at me and say that it was during the war, and that the majority of the buildings represented on the chart are industrial plants where they were making profits. We hear talk of reduction of wages, but we have not heard any proposition from the other side to reduce costs outside of wages and materials. We have not heard them say: "We realize that the building industry must be stimulated, so for a year we will cut out profits." We have not heard anything of that sort suggested. So far as the worker is concerned, he had no profits to lose. They tell us that the reduction of wages should be in conformity with the reduced cost of living. Did you ever hear of an employer going to his men when the cost of living was increasing and saying to them, "As the cost of living is increased your wages will be increased?"

SOME VOICES: Yes, yes.

MR. WELSH: When it came to a question of a possible fall in the cost of living, they wanted to adopt another term, they wanted a sliding agreement for the war period on a rising market. But in Vancouver, at all events, so far as my knowledge goes—and I think I am as well acquainted with conditions in the city of Vancouver as anyone here—the only change that has been made up to date in building wages in that city has been in the wages of the carpenters.

MR. TUCKER: No.

MR. WELSH: The carpenters are the only employees who accepted a change, and that was a reduction from \$7.25 to \$6.50. The stonecutters discussed an agreement with the employers an increase of 50 cents a day: on the first of March the employers demanded that they take a reduction. They refused, and went on strike, and I understand that the rate is now \$8.50. The bricklayers received \$1 per day of an increase. The wages paid in Vancouver show in a few cases an advance of more than 60 per cent. The biggest increase is that of the painters—75 cents. We were a long way behind the increased cost of living during the war, and if the employers insist that we accept wage reductions

I venture to say that they will knock on the head all industrial harmony.

MR. MOORE: There is nothing in this resolution which deals with that.

MR. WELSH: The resolution suggests that the workers accept a reduction of wages. As far as I am concerned, I absolutely refuse to advise any worker to do something that I would not be prepared to do myself. If we are going to be forced to fight, then we may as well be prepared to fight. If the employers take the arbitrary stand which they have been taking in many sections, and then come and ask us to arbitrate, I for one am perfectly prepared to fight.

THE CHAIRMAN: I would request the gentleman to confine himself to the subject dealt with in the resolution.

MR. K. A. MCINTYRE, (Toronto): I have attended quite a few industrial conferences on a smaller scale than this, and I have found it difficult always to keep local colour out of the discussions. Old-fashioned prejudice on one side or the other is likely to creep in, and it is well to avoid it if possible. In the electrical construction industry, with which I am connected, we have endeavoured to get away from the local colour, and get the leaders on both sides to come together and investigate the causes of their disputes in the past with a view to eliminating abuses in the local unions and also the arbitrariness of employers.

Reference was made last night by Mr. Ingles—and I take no exception to his remark—to the Council of Industrial Relations in the electrical construction industry in the United States and Canada. A member of that Council, he said, was in the room to-day. I happened to be a member of the Council both in the United States and in Canada. Mr. Ingles cited an instance where an appeal had gone through to the Council covering wages in Detroit: there is a point there that might throw light on this question, indicating that it is beyond the control of employers' or employees' organizations to hold up wages, even if they decide to do so by mutual agreement. In this case in Detroit the local conciliation board having failed to reach a unanimous agreement, it was carried to the Council. The decision of the International Council was based entirely on the cost of living data, and, according to the decision handed down on February 24th, 1921, it was decided that in cases where the wages had been reduced, according to the cost of living there should be no reduction, and the rate of \$1.25 per hour should be continued until July. The reason for this decision was set forth in the decision handed down. Very shortly afterwards the local contractors and the union got together, and in spite of the decision reduced wages to \$1.12 and \$1 per hour. The reason was, as everyone knows, that there were some electrical workers who were accepting 75 cents an hour. There is

good reason why this resolution should be supported and why the local unions and employers' organizations should get together and meet the local situation amicably, and avoid strikes. If this general policy is thoroughly understood and employers and employees alike are imbued with the right feeling, we will do away with strikes and misunderstandings and overcome the present difficult situation.

MR. JOHN DOGGETT. (Toronto): This resolution practically combines the two resolutions which were submitted last night. To my mind it is the only logical one that the Conference Board could submit, for this reason: the employers wish the employees to make a declaration to cover the whole Dominion so far as reductions are concerned. I realized when the motion was submitted in the first place that we as labour men had not the power to accept anything of the kind. In fact, the unions had not even been consulted on the subject. The same remark applies to all the construction industries. I am not aware that the several local organizations of employers have given the other side of the house full power to act for them. Therefore, realizing that we are only in a temporary position so far as rates are concerned, we have not the power on either side to do more than suggest what we think is advisable. Therefore the only logical course to follow is to refer back to the local bodies.

I might state that it is my ambition to have general councils set up in this country. I take it that this has a bearing on the subject before us for this reason: you have an illustration of joint councils as constituted in Britain to-day in the meeting of this Conference. England has built up areas within which there are local council boards; there is again a provincial joint area; and over and above that again, there is the National Federation of Building Trades Operatives on the one side, and the National Association of Building Trades Employers on the other. That is the body to which appeals must be made. All matters not settled by the joint councils in the areas are taken from the local cities and towns to the Joint Council of the area, and, if they fail to bring about a settlement, the matter is referred to the National Council. They have this machinery over there for making declarations and advising their local bodies as to what is best for the whole industry. It should be the ambition of all of us here on both sides to go forth from this Conference determined, each in his own territory, to do all we can to establish joint councils, and to follow up the establishment of local councils with the formation of a provincial joint council, so that we can standardize things in each province.

On the wages question I may state that, so far as the employees are concerned, they are standardized to a great extent. Where there used to be half-a-dozen rates in one city or

locality, now since we have those area councils working they have standardized conditions of employment for all the building trades operatives in the areas. In other words, we have no such flocking of men from centres where rates are low to other centers where they are high. Under the old conditions contractors were able to compete with each other in procuring labour, and, as one gentleman said, that was a state of affairs which simply brought about the formation of a national body. I am of the opinion that if we as workers and employers are to get anywhere there is only one way to accomplish it, and that is by getting together and co-operating. Under existing conditions we have no provincial or national autonomy. Therefore the only logical thing for us to do at present is to refer back to the local unions.

I submit that if this Conference has done nothing else but pass this one resolution the time has been well spent. The sooner all elements in the building industry recognize that there is a better way of doing things than in the past, the better it will be for the industry. I believe, from the experience we have had in the city of Toronto, that a better feeling between employers and employees is prevailing so far as wages are concerned. I mention this because reference has been made to the rate of wages in Toronto. Eleven organizations signed up on last year's rates to December 31st, 1921: two offered the same rates till the same date, and five others are working on last year's rates, but no agreements existed last year.

MR. TUCKER: Name the organizations that have signed up.

MR. DOGGETT: The Asbestos Workers have agreed to 85 cents; the bricklayers and masons, \$1; the bridge, structural, and ornamental iron-workers, 85 cents; the cement finishers, 75 cents; carpenters and joiners, 90 cents.

MR. TUCKER: Absolutely wrong.

MR. CARSWELL: I am one who would not sign the agreement. Neither of the organizations that have been referred to have gone into that agreement.

MR. DOGGETT: When I return to Toronto, I will make it a point to go to the office to-morrow and send Mr. Carswell a copy of the agreement signed by John T. Brick.

MR. CARSWELL: Who signed the agreement for the Builders' Exchange?

MR. DOGGETT: I cannot tell you.

MR. CARSWELL: I can tell you: there is no signature. Then there is the masons' section—

MR. DOGGETT: The bricklayers reported, and the employers also reported, that they had come to an agreement for the year 1921. That happened somewhere about the middle of last December. The next organization I refer to is the electrical workers, who are carrying on the same agreement as last year for six months, the rate being 87½ cents. The elevator constructors

also are carrying on the same agreement as last year at 80 cents. Plasterers signed an agreement for \$1 an hour, the same as last year. Painters and decorators have signed an agreement at 75 cents; plumbers and steamfitters at last year's rates, 90 cents. The contractors did attempt to cut the wages of the painters, but that was resisted and they signed an agreement for 75 cents an hour, the same as last year. The plumbers' and steamfitters' agreement expires on the first of July, and they have an offer of 90 cents an hour for the balance of the year. The sheet-metal workers have signed an agreement at the basic wage of 90 cents an hour, which prevailed in the trade last year. The stonemasons' agreement expired on the 30th of April. They were getting \$1 an hour, and I understand negotiations have been entered into for an agreement for the balance of this year.

MR. CARSWELL: What about the carpenters?

MR. DOGGETT: They had an offer of 90 cents an hour from the first of June, but they came back with another offer of 90 cents to the end of the year. Mr. Gander asks why did they not sign it? I will tell you: because the carpenters refused to sign any agreement which meant signing away their rights as men. In other words they would not sign an agreement which recognized the open shop. The Cement Finishers' Organization have been offered last year's rate, 75 cents, and they are still negotiating. The wood, wire, and metal lathers signed an agreement three weeks ago at \$1. There are a number of organizations, such as the structural iron-workers, the hod carriers, and others, carrying on the same as they had been doing for a good many years without signing an agreement; but there has been no reduction of rates. The statement has been made that some arrangement have been entered into: when eleven organizations have signed up, it is more than an arrangement; it is an agreement. That is the situation so far as Toronto is concerned.

Coming back to the motion, I believe, if the right spirit is manifested, if the employers believe that local conditions call for a readjustment of wages I have never seen a labour organization that was not open to conviction. I take it as a fact that there are extremists on our side as well as on the other; but the majority take moderate views, and the moderate people on both sides can make agreements. So far as Toronto is concerned, we are sorry that all wage rates have not been settled yet, but it is not the fault of the workers that they are not. The unions have been a little lax about getting everything settled; but when all the agreements are completed for Toronto, we will be absolutely free from strikes. The stone cutters in Toronto were not asked to accept a reduction of wages; only the working conditions were in question. I hold up my hands for the resolution, because the right principles are there and we are going to do something in the interests of the whole industry.

MR. GEO. GANDER: (Toronto): They say there used to be an old fashioned sign in Toronto which said that every time you take a drink you

see things in a different light. Mr. Moore and Mr. Anglin must have got together and taken some kind of a drink, because this morning they see things differently. Mr. Doggett, I thoroughly believe, feels relieved that the proposition which Mr. Moore made yesterday has been withdrawn. I could not understand how Mr. Moore would ask you to go back to your different localities and ask what he has demanded. I know there are gentlemen on the other side who would not care to go to their unions and propose a thing like that. It is as much as their job would be worth. When Mr. Moore made the proposition that they should go back in that style, that was not the way I looked at it. Gentlemen on the other side are leaders in their locals, and it is going to be very hard for them, unless they get something from this side of the house, to talk about agreements to the first of January. We signed up three unions to the first of January, having got concessions which were fairly favourable; but when you find five or six associations are not signed up yet and will not be until the first of June, there is no use of talking about the agreements. I am sorry to say, as far as the carpenters are concerned, I have had their agreement on the table for a month. Because this year the employers thought they should have a fist in the agreement there was some delay in coming to a decision. But when wages were not touched, I cannot understand for the life of me why an agreement was not made, simply because it contained a clause declaring that where firms have the open shop the arrangement should not be touched. That may seem contrary to your ideas, but when the wages were not touched would it not have been better to accept the offer? I would not mind saying that if those agreements were to be proposed to-day they would not be accepted, and you are taking a great chance when the carpenters refuse an offer of 90 cents. I know the feeling on the other side is to get their men in line and to say that they will make any agreement at all. Here is a good opportunity for the carpenters, to take up that offer. That is the way I feel about these things; and, speaking from this side of the house, I feel that the lack of an agreement puts me back year after year. Every time the matter came before us, when the men were after a raise of wages, they were able to point to the amount of work in sight, and claim that that was a reason why their wages should go up. Gentlemen, you are in no position to say there is anything of the kind in sight now, and I do not see why there should not be some way to induce the public to spend their money. The only way, it seems to me, is to readjust the cost of building. If we are going to carry out any scheme for readjustment, I think it should come from your side of the house, where every man is sent here as an accredited delegate from an association.

THE CHAIRMAN: I hope the gentlemen of the Committee will confine their remarks to the subject before the chair.

MR. H. C. LAWTON, (St. John): I wish to give some figures relating to conditions in St.

John, N. B., which bear on the question of wage reduction. In that city masons and plasterers are paid 85 cents, carpenters 60 cents, painters 60 cents, sheet metal workers 60 cents, electrical workers what they can get—20 to 50 cents, plumbers are in the same class with a maximum of 60 cents. Now, Mr. Chairman, would I be justified in going on record as favouring a reduction of such wages? Down there very little building is going on although wages are low. What I want to point out is that the stagnation in the building industry is not due to high wages. I think many of us would do well to move to the West. We would get money there, but in the East the wages are low and there is very little doing. I want to go on record at this Convention as being opposed to any reduction of wages.

MR. THOS. SHARPE, (Winnipeg): I am not going to confine my criticisms to either side: I shall apply them to both sides of the house. It seems to me that they are talking against time, and it looks to me as if we were paddling the canoe from the wrong end. I want to compliment Mr. Moore and Mr. Anglin for the decision at which they have arrived; but if we are going to take up local conditions we will be kept here until our expenses bust the Government. I am quite prepared to accept the judgment of my leader. I have never met Mr. Moore until this Convention, but I am quite prepared to accept his decision. Mr. Moore and Mr. Anglin have endeavoured to arrive at an amicable agreement, and I want to compliment you, Mr. Chairman, on the interest you have taken in this matter. We should endeavour, in the interests of the whole country, to arrive at some understanding; but if we are going to keep up a discussion on such details as wages in different places throughout the country, with any view to arriving at a common understanding, we will be trying to undo what Mr. Anglin and Mr. Moore have agreed upon. I would respectfully suggest that we endeavour to come to some conclusion and stop this acrimonious debate. There is nothing to be gained by it. We know one another better now; we know what changes, troubles, and conditions prevail, and we are here as Canadians trying to put the industry on a better footing. I have made an arrangement with one of the chief agitators from Winnipeg to be his companion on the way home. We could not get anything but an extra berth, so we scraped up enough money to add to what we are allowed and secured it, and we are going to occupy it jointly, leaving till later a decision as to which one shall be on top. I will be there if I can. I do not know whether I am going to convert my friend or he is going to convert me.

This reminds me of a story I heard about a Jew and an Irishman who were crossing a stream together in a boat. When the Irishman found that his companion was a Jew he dropped him overboard. When the Jew came up the Irishman asked him, "Do you believe in Christ?" The reply was "NO." The Irishman plunged him down a second time, and when he came up repeated the question, with the same response. A third time the Jew was shoved down, and when

he came up and the question was repeated, he said "Yes." Then the Irishman said: "Now that you are saved, damn you, stay down" and he shoved him under. I do not say that that should be done to Mr. Winning. In the strike in Winnipeg he was on one side and I was on the other. I was in uniform at the barracks trying to preserve the peace. We got that difficulty settled and our relations are getting better every day in Winnipeg, and I want to use my best endeavours to keep them better. I think that should be the aim of every man who is attending this conference.

I am going to tell you that the eyes of Canada will be on this Convention. It will be watched very closely, and we will be judged by what we do. If we keep criticising each other and airing our grievances we will have nothing but trouble. I will tell you a story to illustrate what I mean. It is a building story which come from Prince Edward Island. A friend of mine told me of an old gentleman there, a countryman of my own who is a Catholic priest, Father Doyle. He is a noted as a wit around Charlottetown. There was a countryman of his there who built a concrete house. When he was putting on the chimney it got a little twisted, and you know after concrete hardens it is hard to make a change. Dennis Murphy, I think, is the name of the man who built the house. Everyone that saw the place commented on the crooked chimney until at last he wanted to fight anyone who did so, but, being a good parishioner of Father Doyle, of course he could not treat him that way. Father Doyle said to him: "Ye have a foine house, and that is a foine chimney; but it must attract a good deal of attention." "Yes," Murphy replied, "It draws the attention of every damn fool that comes along." We hope to attract attention, but we are not going to call the public the same name; we hope the criticism we get will be favourable.

MR. WM. WILSON, (Regina): While we have been consuming good money and good time, we have out in the western provinces men who are today busy putting in grain. These men are not so much concerned about \$7 a day as about the weather and getting their grain in at the earliest possible time in order that they may reap the reward of their efforts in the fall. The basic industry in Saskatchewan and the West generally is farming. Whether or not the price of wheat next fall will be profitable will depend a good deal on what we are discussing now. That remains to be seen. I believe it will have some effect. I am pleased that the resolution presented by the two parties is wide enough in its scope, and that men are sufficiently sane to arrive at a conclusion that will be satisfactory. A great deal of negotiation has been going on, even in the West, particularly in Regina, to arrive at a conclusion. We have had a standing committee on labour there, and I think they have spent six weeks trying to arrive at a fair rate of pay for the season's work. I dare say both sides are hesitating as to what they should do, and possibly as a result of this conference they may be able to reach a conclusion soon. I admire very much indeed the ability of the

labour representatives and the manner in which they have presented their case. We feel that we are rather their inferiors in that respect. Although our business is trying to build up and carry on, these men also have their duties to attend to, and like ourselves are looking after the interests of their respective crafts. I am pleased to be here and to have listened to the discussion, and I find that men are very human, from both the employers' and the employees' points of view.

MR. R. J. BLAIS, (Montreal): From close observation I have come to the conclusion that a resolution has been found whereby a good deal of labour, trouble, and many difficulties may be eliminated. I have heard several of the delegates from various Western points express their feeling towards this resolution, but I have failed to hear anything from the members representing the Province of Quebec and the East showing a desire to put this understanding into force. In the city of Montreal, from which I come, we have within two years had ten months' strike, which means that we have had only fourteen months' employment out of twenty-four up to date. I should like the delegates representing the district of Montreal at least to try to show the good spirit which has been manifested here when they go back home, and endeavour to stabilize the industry in our district. An attempt has been made to form an Industrial Council. I am supporting the proposition, because I feel that the building industry in Montreal is in a very unsettled condition. Arbitrary notices have been served on those who are engaged in the trade, and the workers are far from being on as good a standing as the people in western Canada.

MR. J. P. ANGLIN: As our time is practically up, and as I believe that it would be wise at this juncture to agree that no further new matter be brought into the Conference, I believe Mr. Moore is ready to address the Conference. Although there are questions we should like to act upon, I for one feel that, having dealt with this particular resolution, we are prepared to wind up the Conference. In doing so, from my stand-point, and I believe from the employers' standpoint, I think it is only right that we should sum up the discussions on the subjects with which we have dealt.

THE CHAIRMAN: Had we not better act on the motion?

MR. TOM MOORE: I should like to make declarations which would help to clarify the situation. There has been some little controversy and debate on some points, and I think it would be wise in the interest of the motion itself that those points should be made clear.

To begin with, this resolution attempts to incorporate certain basic principles. The general sentiment is to accept the principle as

it applies to the country generally and to avoid bringing in local conditions. I feel, therefore, that we are justified in presenting this matter from that standpoint, asking employees to get together in their own localities, where all the circumstances are known, rather than try to settle anything here. The other point is that labourers and their employers are partners in industry. There can be no successful carrying on of the industry where either side is not open to reason. Both sides have interests involved. Lack of work is affecting the employers and it is also affecting the workers very seriously. Therefore the revival of industry is a matter in which both are equally interested and both should attempt to reach a settlement so as to stabilize industry.

This resolution does not call for a reduction where the apex is low. The word "adjustment" was used, and the adjustment should be where conditions are abnormally high. I do not take credit for the drawing up of this resolution, nor does Mr. Anglin. It seems to cover the ground, and I want to make it clear, because some remarks have been made relative to the words "moderate and reasonable adjustment." Anyone must agree that the word "moderate" cannot apply to rates which are either excessive or too low. It means the adoption of a rate which will suit the circumstances and will tend to attain the objects we have in view. I therefore submit that we should test the sentiment of the meeting on this resolution.

MR. ANGLIN: I was going to say a few words about this resolution and also refer to some matters not in the resolution; but with respect to this I have nothing further to say except that the resolution embodies my sentiment. It is clear and concise, and I believe a correct summing up of the feeling of this Conference from both sides of the house.

I have been asked to make a reference to one clause which it is claimed might better have been left out, and that is "whereas we are as an industry to a slight degree responsible for the situation." As an industry, I think we can almost claim what is called an alibi, or the position of an individual who is not very, if at all, guilty. The contractor is often accused of making undue profits or taking an undue advantage of the situation. During the past seven years we have had continual rising markets both in materials and labour, and I do not think that the contractors of Canada have ever experienced a more difficult time in which to make any profits at all. Imagine taking fixed contracts which in ninety-nine cases out of a hundred were based upon prices which might be increased at any time. Imagine taking fixed contracts at a price fixed in the winter, and then having to face an increase in wages and increased cost of materials. If you gentlemen could see the accounts in our books you would appreciate what we

have been up against. I venture to say that we have contractors on this side of the house who owe the bank more money than they can put up. I think that remark is due to those who are on this side of the house. We hope under present conditions we shall be able to make an arrangement by which we will have a profit on our work. I think I can speak for this side of the house, and personally I am ready to show any intelligent man my books, and he can see for himself how much my company is making. You can send an accountant or come yourself and go through my books. I am ashamed of nothing that I have taken in the way of profit.

The feeling on the other side is that labour has its risks also. We all appreciate that. They accept a certain rate of wages, and if the cost of living goes up they fall behind and have to make up the difference by their earnings. They make a demand for more money, perhaps more than we think they are entitled to; Why? Because they have to make up a loss that they have probably incurred when wages were not up to the level of the cost of living.

We are in the same position. I am not prepared to admit that we are responsible, except to a very slight degree, for the present high cost of houses especially. On the other hand, Mr. Chairman, I think we must face the facts as to where the trouble for the high cost lies, or perhaps the condition which we are up against. We as contractors will frankly admit that during the past decade, and I presume before, we have taken contracts for the public or for governments, or for anyone who might be termed an owner, on a fixed time limit. When an owner makes up his mind that he must have a building completed by a certain time, he puts in a heavy penalty clause and makes the period as short as possible. We start on the work. Perhaps we have no agreement, or an agreement terminating before the work can be completed, and strife arises between the contractor and his men—I am speaking of history rather than of the present conditions. What is the result? The owner comes to the contractor and says: "You have to get that building finished at the time specified on the contract, and I do not care what it costs you." There is another man, who I think, represents the public who is responsible for the high cost of building besides the bodies represented by those of us present, and that is the man who obliges us to force work ahead in spite of cost of materials and everything else.

There is another factor that has been referred to in the Conference, and that is that we have had in the past no general understanding across the country on the situation, and there has been undue bidding for labour. You men on that side of the floor have had just as much trouble with that part of the business as the employers have had. You get a request from a certain locality for men in a certain trade. You ask in reply, "How much do you pay?" If the reply is that the wages are higher than are being paid in the

locality, you naturally go. We cannot blame you for that, but if we are to hold those men in our locality we must raise the price. The only way we can avoid it is to wait until those men get through with the work in the country, and come back to finish our work. That is a fact, and that condition has caused an undue increase at times when it was not justified—an increase made in spite of agreements. I do not say which side breaks the agreement: some employers have done it as well as employees. These are the facts, and we should like to lay the emphasis on this slight degree for which those present are responsible for the high cost of building. I think the spirit shown in this particular resolution is such that the public will see that we are prepared to do what we can to reduce the high cost of building.

The resolution was adopted unanimously.

#### CLOSE OF THE CONFERENCE

THE CHAIRMAN: It is difficult to express the satisfaction and the appreciation which I feel because of the happy outcome of what appeared yesterday to be a somewhat difficult situation. The newspapers this morning referred to it as a deadlock at midnight. That is about as tight a situation as you can expect to find—a deadlock in the middle of the night. When men representing divergent interests such as you gentlemen here do, placing resolutions before this meeting and expressing views widely apart as those two resolutions were last night, and can come together this morning and unanimously agree upon a resolution expressing the spirit and the fundamentals of what you both had in mind, it seems to me a most eloquent tribute to the spirit of conciliation and co-operative work that is manifested. Did you ever know in Parliament itself of the members on the two sides of the House being divided on a question, and then coming to a unanimous conclusion within twenty-four hours, the leaders sitting down together reasoning it out, and those sitting with them supporting them unanimously in their conclusions? I do not think that there has ever been in this or in any other country a better demonstration of the possibilities of success under the industrial plan of operations, or a better demonstration of the usefulness of confidence and cooperation exercised in our industrial life.

I therefore again desire most heartily and sincerely to express my deep appreciation of the patience and good judgment that you gentlemen have here displayed in finally disposing of a difficult question unanimously. The dignity that has characterized the debate throughout would be worthy indeed of Parliament itself, and I think your experiences here will be useful to you as you return to your different parts of the country. I assure you it has been pleasing to the Department and the officials of the Department to have come in contact with you, and I trust and believe that you gentlemen will appreciate, more fully, perhaps, than you have done in the past, some of the difficulties that the

Department and its officials have to contend with in the discharge of their daily duties in endeavouring to adjust and conciliate in the industrial disputes throughout the country.

MR. ANGLIN: There are many other things we should spend time on, but I feel that the vital matters have all been attended to. We have not dealt exhaustively with what has been referred to here very often as the economic situation, or the financial side of our business. I feel that we could well spend a whole day on that phase of the subject, but I should like in that respect to say that there are many employers on this side of the house who at the present moment know of many building projects which are not being held up because of the present cost merely. That is a point which I am willing to admit, and which I am surprised that the other side has not used in its argument. At the same time, it is a fact—and I have had several men say it to me, and I know of cases myself where it applies—that if only 50 per cent at existing rates of the capital required to build different classes of buildings could be had, those buildings would be constructed; which means that there are people who are ready to put their money into buildings at the present time even at the present prices and take the risk of losing, if the people who have the second 50 per cent would take the same risk in building; but that percentage of capital is not available at the present time.

The present condition in Canada exists chiefly because the people were urged in the past to buy Victory bonds. We have no regrets on that account: we all worked for it and put money into Victory bonds. At the same time, we transferred the investor from mortgages and loans on buildings into purchasers of bonds, and there has been a steady campaign in this country ever since on the part of salesmen to sell bonds, and to-day you can purchase bonds that will yield as high as 8½ per cent. I know of one large concern that has invested \$2,500,000 in bonds that will yield over 8 per cent. When that condition exists how can we hope to get much capital for building? In that respect I agree with Mr. Bruce, and am not in favour of hammering wages down, because I believe we are not responsible for the situation. If money were available, we would have so much building in this country that we could not take care of it. We could not get half enough men to construct the buildings required. There must be some regulation, but the obstruction in the way of building is a little too strong owing to the fact that money is not available. It seems to me if there is any duty at the present moment which devolves upon our Government or Governments, it is to inquire into the financial situation which has been created, and which prevents the investment of money in building projects, and if possible see if there is not some method which can be worked out which will make some money available through the usual channels of this country. That is all I have to say on that question, but I felt that I could not let this Conference close without saying it.

Coming to the actual closing itself, I appreciate very much what has been done here, and am satisfied that as time goes on we shall be able to appreciate more fully that we have built better than we knew at this Conference. I hope that will be the case.

I wish before I sit down to express my appreciation, Mr. Chairman, of your own work and assistance. I should like to mention specially your Assistant Deputy Minister, Mr. Brown, who has worked so hard for this Conference. I should like to mention also the vice-chairman, Mr. Quirk. He has presided, I think, to the satisfaction of all, and has endeavoured to give fair rulings. I cannot give the names of all the others, but I may mention especially Professor Gill. There have been others from the Department working through the Committees but working so silently that we have hardly realized it. If we were calling another Conference later on, I should like to see someone like Professor Gill presiding over the Committees. I cannot overlook those employees of the Government who have stood at our door and served us, especially yesterday, when they would have had the whole day off if they had not been on duty here. I should like to extend my remarks also to the stenographic reporters who have had a hard time, I am sure, making the record and reporting for the press. Remarks were passed yesterday which I think were not altogether directed towards the press; but I was never myself at a Conference where I felt that the press had reported us on both sides so fairly. I have read the published reports carefully, and it seems to me that both sides have received all the attention they deserved, and I wish the vote of thanks which I beg to move now to include all the parties to whom I have referred and the press.

MR. TOM MOORE: In rising to second the formal vote of thanks, I should like to make a few preliminary remarks relative to the Conference itself. There is nothing disturbing to my mind in the struggles which take place in Conference even when they bring about a deadlock such as took place yesterday. Man has been obliged to struggle from the beginning. First, he had to struggle against the animals for supremacy on the earth. Afterwards, not satisfied with the pleasant location in which Providence had placed him, he ejected himself from the Garden of Eden and spread over the earth, coming as far as the snowy climate of Canada. In all parts of the world into which man has penetrated he has only been successful in the degree to which he has been combative and willing to fight for himself. That has been the history of the race. Wherever men have settled down in contentment with the conditions surrounding them, that civilization has gone on the downward path instead of progressing. Therefore, in such situations as we have had here and such as we meet locally in adjusting our standards of living, there is nothing to be alarmed about if agreement is not always reached, and there is certainly nothing to be alarmed at if there be divergent

views as to the advisability of any step we may take, and, even when it is taken, as to the manner in which it is applied and the time it should be brought into operation. I think however, we can compliment ourselves to this extent, that we have at least set an example to those who are behind us in the country, that is, the employers who have not had an opportunity of being here and the workers in the building industry who could not have been accommodated in numbers even if they had been able to come. We have set an example to them that we can debate frankly, that we can lay our cards on the table and still leave the Conference and at least not carry our discussions and dissensions into our social life. That is one of the greatest successes of this Conference—even greater than the words of the resolution. In saying that I do not wish to underrate for a moment the value of the written words of the declaration, and if we can go forward from here not saying that we have finished our job, but that we have just laid the foundation for work that is still to be done, taking the written declaration for our basis, taking it in the spirit in which the Conference is being wound up, then I am optimistic as to the conditions that will prevail. I do not believe that we have solved the problem, because it is a human problem and varies from day to day. The achievements of today are only a signal for efforts to attain a higher standard. I do not believe we will ever reach the time when the human mind will be entirely satisfied with its achievements. I do not want to see that, because the search for better things should go on. The improvement in machinery is an example of the declaration on our part that there shall be no limit to progress, and the same remark applies to the search after higher standards of living. The old days are passing away: industry no longer belongs to any individual. The fact of a group of persons having money invested in an industry does not give them the right of ownership. They are trustees of that industry for the benefit of the citizens as a whole. In other words, if men with money could take it to a desert island, with all the ingenuity and all the knowledge they possess at the present time, without a population surrounding them and without a Government to protect them in their rights, their money and their ingenuity would be absolutely valueless. Therefore it is only so far as the labour and the ingenuity we possess is placed at the disposal of each of them, and they keep in mind that they owe a responsibility to the community who make their industries possible through their form of government, that industry can be carried on.

The question of finance has been mentioned. I do not want to go into that except to concur largely in what Mr. Anglin has said. Money for the building of homes must be made available by some means. The financial interests which control largely the distribution of money in this and other countries should realize also that they have some responsibility, not merely to their clients in seeing that the fullest amount of interest is obtained; but they should have some realization that they owe a responsibility so

far as providing homes is concerned to the community as a whole. The rates demanded for money,  $7\frac{1}{2}$  to 8 per cent interest, make it almost prohibitive to the ordinary workman to carry a mortgage. It is at too high a rate to be carried.

My pleasantest duty is seconding the vote of thanks to those who have made this Conference possible in the first place, and to those who have done so much to make it successful in the second instance. Mr. Anglin has mentioned a large number of those who took part. One is the Employment Service Council, over which Mr. Bryce Stewart presides, and Mr. Hereford—I cannot mention them all, and I can only say, in seconding the motion, that I want to include not only those mentioned by Mr. Anglin, but also all those he did not mention who have done anything to help this Conference, and I am sure he will be glad to add them in his motion. I cannot say that I am seconding the motion so far as it applies to the press, from anything I have seen myself, because I have not had time to read the papers since coming here, but I take Mr. Anglin's word for it that it is all right.

THE CHAIRMAN: I assume it is scarcely necessary to put the motion—in fact, it would be rather embarrassing to do so. The officials of the Labour Department and others who have been mentioned assume that the kind remarks that have been made by Mr. Anglin and Mr. Moore are concurred in by all.

I do not propose to make any extended remarks, but may I say one or two things about the Department itself, and the effort the Department is putting forth with the hope that its work may be useful—not, as many people in the country may believe, that it is operated purely for the benefit of the workmen, or not, as some of the workingmen believe, that it is influenced largely by the employers; but it has been operated for years past—in fact, ever since it was instituted—for the purpose of, first, investigating and providing information, and endeavouring to help by means of mediation, conciliation, arbitration, or any other way possible, to settle differences, and most of all to prevent their occurrence. During the past two or three years, largely because of the war, opportunities came to the Department of Labour that perhaps would not have come under ordinary conditions, and the Department of Labour has enjoyed an expansion of its activities during the past two or three years. That is not due to any change of administration, but to the fact that war conditions imposed new duties on all of us, the Government as well as employers and workmen, and the Department was used as an instrument to effect conciliation and bring about a better understanding between capital and labour. Whatever degree of success has been achieved has been due to the co-operation that they have received from both employers and workmen. In addition to that, I feel that the thanks of the Department are due to you—not only to you gentlemen assembled here at this Conference, but to those who broke the prairie in 1919 when we had our first In-

dustrial Conference. It was an experiment, an absolutely new departure which many men, even among those present, did not believe could succeed; but it did succeed. Gentlemen who came to that Conference representing the employers and the workmen went away with a different mind from that which they had when they came. This marks another milestone along the road which I sincerely hope will finally lead us all to a position where we in Canada will enjoy perfect industrial peace.

I should like to leave one or two thoughts with you for consideration. On several occasions I think I have publicly suggested that because of our peculiar form of government, that is, provincial and federal jurisdiction, certain industries come under the scope of the federal and some under the provincial authority. The Industrial Disputes Investigation Act was for many years very unpopular. I remember being one of those who opposed its enactment in 1907. Two years had not gone by, however, before I was satisfied it was a good law. It is applicable only to public utilities which are named in the Act, because the jurisdiction of the Federal Government did not permit us to extend the scope of the Act to private industry. If we had done so it might have been seriously questioned; but what I have stated on several occasions is that I believe the workmen and employers engaged in industries that do not come within the scope of the Act can, by common consent, find some machinery

whereby just grievances could be investigated by an impartial tribunal. Manitoba, I think has come nearest to meeting that need, and I hope to see in other provinces boards or commissions established under laws similar to that which exists in Manitoba for taking care of all disputes which may arise in industries outside of the scope of the Industrial Disputes Act itself. That Act is at the service of every employer and his workmen who by mutual consent agree to refer their dispute to a board, but it does not permit the Department to establish an Arbitration Board except with the consent of the parties. I am hopeful that the future Industrial Councils that you will establish will to a very large degree meet that need; but should it at any time be necessary to have an appeal court, I am hopeful that the other provinces will follow the lead of Manitoba and establish a court with members in whom both employers and workmen will have confidence.

In parting from you I trust that your stay here has been pleasant and that we all feel that it has been profitable not only to ourselves and those we have the honour of representing here, but to the whole country. If at any future time you feel that a conference such as this would be useful, so long as I have anything to do with the administration of the Department of Labour, we shall be heartily glad to co-operate with you to the fullest possible degree.

The conference then adjourned.

# THE LABOUR GAZETTE

The Official Journal  
of the  
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Each issue of THE LABOUR GAZETTE contains much statistical and other information relating to industrial conditions, cost of living, etc., including such matters as trade agreements and changes in rates of wages, particulars of trade disputes, statements of all proceedings under the Industrial Disputes Investigation Act, 1907, and special articles on current economic questions.

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# EMPLOYMENT SERVICE OF CANADA

For the Better Organization of Employment

During the year 1920 the Employment Service of Canada, a co-operative enterprise of the Dominion and Provincial Departments of Labour, placed 450,000 persons in employment. About 50,000 of these persons were placed in employment at a distance.

Through the seventy-five offices and the clearing houses at Moncton, Montreal, Ottawa, Toronto, Winnipeg, Regina, Calgary and Vancouver, employers and employees in all parts of the Dominion are placed in direct communication with one another.

To avail yourself of this service it is only necessary for you to notify your labour requirements or register your application for employment at the nearest local office.

It is thought that information about employment is quite as vital as information on the weather, the fertility of the soil, the navigation routes or the probable location of minerals, which is given without charge to those interested. Accordingly the Employment Service of Canada makes no charge to employers or employees.

Employment offices at the following points:—

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Amherst,  
Halifax,  
New Glasgow,  
Sydney.

**NEW BRUNSWICK:**  
Moncton.

**QUEBEC:**  
Hull,  
Montreal,  
Quebec,  
Sherbrooke,  
Three Rivers.

**MANITOBA:**  
Brandon,  
Dauphin,  
Portage la Prairie,  
Winnipeg (6).

**ALBERTA:**  
Calgary,  
Drumheller,  
Edmonton,  
Lethbridge,  
Medicine Hat.

**ONTARIO:**  
Belleville,  
Brantford,  
Chatham,  
Cobalt,  
Fort William,  
Guelph,  
Hamilton,  
Kingston,  
Kitchener,  
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Niagara Falls,  
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Oshawa,  
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